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REPORT

ON

THE CARE AND CONTROL OF THE Mentally Defective and Feeble-minded IN ONTARIO

By the
HONOURABLE FRANK EGERTON HODGINS
Justice of Appeal, Commissioner

PRINTED BY ORDER OF
THE LEGISLATIVE ASSEMBLY OF ONTARIO



TORONTO

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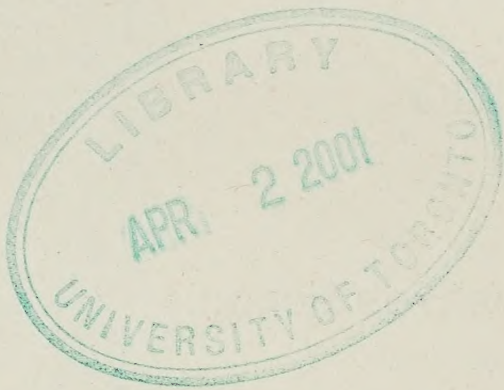
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REPORT

ON

The Care and Control of the Mentally Defective and Feeble-minded in Ontario

By the
HONOURABLE FRANK EGERTON HODGINS
Justice of Appeal, Commissioner

TO HIS HONOUR, SIR JOHN STRATHEARN HENDRIE, K.C.M.G.,
Lieutenant-Governor of Ontario.

May it please your Honour:

I have the honour to report that having been appointed by Royal Commission to consider and enquire into the existing methods of dealing with imbecile, feeble-minded, or mentally defective persons in the Province of Ontario, and in view of the hardship or danger resulting to such persons and the community from insufficient provision for their care, training and control, to report as to other and more efficient and satisfactory methods and as to amendments in the law or other measures which should be adopted in the matter, due regard being had to the expense involved in any such proposals, the methods of providing the cost thereof, and whether any part of the same should be borne by any persons or public bodies or corporations, and to what extent and in what way, and to the best means of securing economy therein;

Also in connection therewith to consider and inquire into the extent to which venereal disease is either the cause or the consequence of the present conditions or otherwise and to report as to the measures which should be adopted in reference to the foregoing, due regard being had to the expense involved in any proposal in regard to the prevention or checking of that evil. And also to consider, inquire into and report upon any matter above referred to or mentioned or arising in the foregoing inquiry, if in the opinion of the Commissioner it deserves or requires separate or more extended treatment by means of its prevalence or importance or otherwise, and having upon the 20th February, 1918, and the 23rd October, 1918, respectively, made two interim reports dealing with venereal disease and in regard to the prevention or checking of that evil, I beg now to make my final report upon the remaining matter referred to in the said commission, namely, that regarding the feeble-minded or mentally defective persons in the Province of Ontario.

In pursuing my inquiries under this Commission I have come to the conclusion that my report should include two main elements. These are, first, such recommendations as my study of the subject seems to indicate; and second, some effort to make clear to the Executive of the Province and to those who are interested in the subject-matter, the extensive work carried on and projected elsewhere both in Britain and the United States. This last involves a consideration of the processes of thought worked out by medical, institutional and social welfare experts, for it is only by following their reasoning and conclusions out that a proper grasp of the

significance of the problem can be had. A realization will also be gained of the dire results of uncared-for mental deficiency, in producing crime and unhappiness in the community, and in increasing the burdens both of municipalities and the Provincial authorities. Indeed no report would be useful unless it helped to arouse and quicken a public consciousness of the duty devolving on every social and governmental agency to aid in stemming the virulence of this hitherto unchecked evil. It is increasing and multiplying in such a way as to fill our criminal courts, gaols and penitentiaries, and even our charitable institutions, with subjects whose defects are controllable if properly dealt with. Their punishment is in no way a corrective, but rather tends towards an increase in the sum total of vice and immorality, while their presence in schools and institutions designed for only normal individuals, degrades their companions and diminishes the efficiency of the work. For these reasons I have felt it my duty to incorporate in this Report many extracts from the utterances of those who have made a life study of the subject, or are engaged in dealing with it practically, and as well, some of the more striking evidence submitted to me at my sittings as Commissioner.

In familiarizing myself with the thoughts and activities of those to whom I have alluded, I have visited Hamilton, Ottawa, New York (three times), Washington, and Boston, as well as the Institutions situated in Rome, N.Y., Letchworth Village at Thiells, N.Y., Vineland, N.J., Waverley, Mass., Wrentham, Mass., and Orillia. I have also discussed the matter with State and Provincial officials, with those at the head of these institutions, with school authorities, and many social workers in various centres. I have perused an immense number of pamphlets, papers and addresses written or delivered by authorities in Great Britain and the United States, and the report of the Royal Commission in Great Britain. I have also called before me everyone who I thought might have any useful information to impart, particularly those connected with institutions or with social work likely to be affected by the presence of the feeble-minded, and those who are actually caring for them.

In dealing with what I have learned in this way I have endeavored to remember our own position in this Province and to relate outside activities and movements to local conditions so as to arrive at some solution of the matter from an Ontario standpoint. I hope that whatever is undertaken here may be projected upon lines in keeping with the best that exists elsewhere.

Some manifestations of increased interest in the subject should be mentioned before passing to the consideration of what ought now to be done.

I recognize in this connection the excellent Institution at Orillia, to which I make reference elsewhere, and the work it has done in providing for those who have needed assistance. But its erection and maintenance had not its origin in any comprehensive scheme for the care of the feeble-minded, but was due to the fact that when cases came into public notice from any source, some provision had to be made for them. It is a great pleasure to acknowledge the care taken and the progress made in this single institution, which has so greatly succeeded without the stimulus of public opinion and sympathy. It owes its excellence to its enthusiastic head and his staff and the sympathy of the present and former Provincial Secretaries.

I also desire to mention the pioneer work of the Psychiatric Clinic of the Toronto General Hospital, initiated by C. K. Clarke, M.D., who thus describes it:—

“The Psychiatric Clinic at the General Hospital (in Toronto) was developed (in 1914) with the hope of affording relief to as many defectives as possible, and also with the idea of accumulating facts with which to carry on a propaganda in

regard to desirability of attacking social problems of vital importance to the State. . . . Fortunately the City Health authorities, the Juvenile Court, and the Board of Education co-operated most enthusiastically with those who developed the Clinic, and they are now in a position to offer facts and figures which show how large a part the defective plays in the development of vice and crime in this city.

From April 8th, 1914, to February 1st, 1918, no less than 3,857 patients were examined, and it is interesting to learn that of this number 1,249 diagnosed as defective came from the Juvenile Court—and this, too, in a city where, before the Clinic was instituted, it was gravely stated that there were only 240 cases of feeble-mindedness in the schools. Of the 3,578 examined only 322 could be placed in the “probably normal” column. These were in most instances simply victims of bad environment.

“An analysis of the 3,578 cases gave the following results:

Morons	862
Imbeciles	818
Idiots	114
Insane	497
Epileptic	75
Backward	385
Cretin	3
Deaf, Dumb and Defective	7
Apparently normal	322

“Four hundred and forty-eight cases of immorality were reported, and among these were two hundred and eighteen mothers of illegitimate children. Two hundred and twenty-five were found to be syphilitic, although no general routine Wassermann test was made until quite recently. Now every case examined has a routine Wassermann done.

“During recent months the number of Morons coming to the Clinic has greatly increased, and when it is remembered that all of these are potential criminals, and practically every one already charged with some crime, it will easily be realized that, if the very foundations of criminality are to be attacked, something must be done to control these high-grade imbeciles. . . (Note: In the evidence given before the Commissioner the percentage of Morons to those examined was given as 27%.) There are plenty of instances even in our community where valuable lives and thousands of dollars would have been saved had the imbecile been locked up early in the day. It is interesting to learn that of patients coming to the Clinic only 45.33% are Canadians. Such figures as these are most significant, and show that Governmental authorities have been negligent at the ports of entry for immigrants. It may seem a wise policy to entice large numbers of immigrants to our shores, but surely the mental survey of such people should be made with scrupulous care.

“Then the questions of prostitution, illegitimacy, feeble-mindedness and venereal disease have bulked largely in the studies undertaken in the Clinic, and it is clearly demonstrated that they are closely related—so much so, in fact, that they cannot be discussed intelligently apart. Prostitution is evidently carried on to a great extent by defectives, and, as prostitution is the source of most infections in the cases of gonorrhœa and syphilis, it is evident that to segregate all cases of defective prostitutes will be an effective measure in helping to deal with the question of the increase of venereal diseases. No matter where we look in hospital records, the part the defective plays in the development of unsatisfactory social conditions is evident. During the last year 116 illegitimate births were recorded

in the Burnside, and of the mothers no less than 56.2% were defective. Surely such figures carry their lesson to the thoughtful people of the community."

(Note: Dr. C. J. Hastings, Medical Health Officer for Toronto, says in his evidence that it is well recognized that 75% of the prostitutes in the United States and Canada are mentally defective.)

The excellent beginning already recorded is well described by Marjorie Keyes, of the Social Service Department, Toronto General Hospital:—

"In April, 1914, a Psychiatric Clinic was established at the Toronto General Hospital in conjunction with the Social Service Department, to investigate the problem of feeble-mindedness. It was under the direct supervision of Dr. C. K. Clarke, and he had associated with him Dr. C. M. Hincks and Dr. O. C. J. Withrow. This Clinic has been held every Thursday afternoon since its inception. Organizations such as the Juvenile Court, the Department of Public Health, and the churches send cases for examination. Up to date, 2,103 cases have been examined, and of these 1,074 have been children under sixteen years of age. Each case has been carefully studied in regard to environment, family, personal, social, economic, and school history."

I have derived much assistance from the yearly Reports upon Feeble-mindedness in Ontario, by Dr. Helen MacMurchy, of the Provincial Secretary's Department, dating from 1906, who has kept constantly in touch with developments elsewhere, and who, I am glad to be able to testify, is regarded in the United States as a leading authority upon the subject dealt with in this Report.

One of the most hopeful developments has been the recent inauguration of a course in Mental Hygiene in connection with the Social Service Department of the University of Toronto. Hon. Dr. Cody, Minister of Education for Ontario, welcomes this as a new department, not only in the University of Toronto, but in the Dominion, the only course of the kind ever having been held on this continent being at Smith University. Much success is predicted for the new course, in which there is already a registration of sixty, the students coming from as far west as British Columbia, and as far east as Nova Scotia. It appears that thirty-two nurses were sent to take this course by the Department of Civil Re-establishment and that eighty-five students took the benefit of the instruction offered. Its curriculum includes a general introduction to psychology, including examination of normal and abnormal individuals, study of social life and problems and tasks of social psychology, psychopathies, feeble-minded, clinical methods of examining abnormals, child welfare and the Juvenile Court, relief and family rehabilitation, community work and many other topics.

Its staff is composed of those most earnestly interested in the various social service activities, and there is every reason to believe that the results of their instruction and example will be widespread and most beneficial.

I refer later to the Psychological Laboratory inaugurated in 1916 by Dr. C. K. Clarke, who has associated with him Prof. W. G. Smith and the staff of the Department of Psychology in the University of Toronto.

I should like to add here the statistics given to me by those engaged in institutions or connected with social welfare, so as to bring out the fact that the mental defective is everywhere met with and is consistently a weakening or evil influence thwarting the best efforts of those striving to better conditions among normal children and adults and creating profound discouragement and oftentimes failure. One of the strongest statements is that of the matron of one of the Houses of Refuge out of Toronto who said, speaking from years of experience, "I have

discovered that in our two counties, it (the House of Refuge) is being made a home for the feeble-minded, imbeciles, the idiotic and the insane, as well as a home for prostitutes," and that nine-tenths of the inmates had no business to be there. The Advisory Committee appointed by the Province of Ontario and the city of Toronto in 1916, of which Mr. Featherston Osler, K.C., was President, reported that there were eighty-three mental defectives in six Homes for children in Toronto; over one hundred mentally defective boys in the Victoria (Mimico) Industrial School, and thirty mentally defective girls in the Alexandra Industrial School; fifteen or twenty were in the gaol and the same number at the Women's Industrial Farm.

These figures are supported and supplemented by statements made before me by those connected with the various institutions. I give the percentages of the mentally defective inmates:—

Mercer Reformatory for Women	23%
Salvation Army Home	30%
Salvation Army Maternity Home	50%
Children's Aid Society	80%
Alexandra Industrial School.....	85%
The Haven	75%

In the 10th Report, 1915, on the Feeble-minded made by Dr. MacMurchy, the number of the mentally defective in these institutions is given as 313 and in schools as about 400. At the Men's and Women's Gaol Farms the figures were given me as follows: 35% to 40% out of 280 inmates of the Men's Farm and 30% to 40% of those at the Women's Farm. These, it was said, as is evident, when discharged, go out to spread vice and crime.

Mention should also be made, as an evidence of awakened interest, of the plan outlined to me by Dr. Gordon Bates, who explained that war conditions had prevented its consummation. It was intended by the city of Toronto to establish colonies within easy reach of the city and to spend \$150,000 on them, caring for 200 children. It may be that this scheme can now be revived in a somewhat different form, as it indicates that there is an appreciation on behalf of the city of Toronto that the time for action has come.

(1)—WHY THE FEEBLE-MINDED ARE A STATE PROBLEM.

The fact that the Province assumes without question the duty of educating its children, the fact that a new view of the national importance of proper environment for the population has arisen which is insistent for good housing, sanitation, amusements and leisure time—the fact that life's handicaps such as blindness or mutilation by war or accident, are regarded as deserving of special help—these facts in themselves would indicate that mental deficiency must be the very serious concern of the State.

But when to these more general considerations are added the grave statistics which link crime and mental deficiency together, so that feeble-mindedness, unwatched, has become almost synonymous with vice, then it is beyond the need of argument that the Provincial authorities must impose upon themselves, and those public bodies which represent the entire population, the burden of the care, and, if possible, the cure or minimizing of this serious evil.

The reason, necessity and extent of this is well set out in an article published in 1918 by the New York State Board of Charities. I would draw particular attention to those sentences in it which I have underlined:—

"The problem of the mental defective is perhaps on the whole the greatest problem which this Board is called upon to supervise. When all is said and done, the care of those having physical handicaps, while meriting the tenderest solicitude on the part of the State, is by far of much less significance to the future economic welfare of the body politic than is the detection, elimination, segregation, and care of the potential or actual mental defective or defective delinquent.

"Conduct may be broadly considered as indicating the sum total of a patient's efficiency as a self-supporting unit of society. On the whole, we may feel rather sure that when any individual who by reason of his conduct comes before the notice of this Board, as a potential or actual patient or inmate of one of its institutions, he is by that mere fact alone to be considered as having already exhibited certain signs pointing to definite wastage. This should cause us to be on the alert and to see that such an individual is adequately examined in the mental, physical and economic sense, in order that the State may be protected from the consequences which will inevitably result should he be allowed to proceed with life's activities without proper investigation, treatment, and subsequent supervision.

"We know now not only in an academic way but in a very practical way that all individuals who show more or less mental defect present specific problems to the State which must receive adequate and scientific solution.

"If conduct is to be considered in a broad way as the final resultant of mental reactions carried out through our physical agencies, then we begin to understand how an individual showing anti-social trends as the result of inadequate reactions to mental conflicts becomes delinquent. By the fact of odd conduct alone, he indicates that he is suffering, in a modern sociological sense, from either a mental or physical malady, and it is the eminent right and high duty of the State to ascertain just what this abnormal condition may be. It is possible that the disorder is something essentially acquired in the connotation of 'disease,' and may, therefore, be removed under proper treatment. On the other hand, it is highly probable that many of the deviations in conduct observed are due to deep underlying forces leading back not only from ancestors, but to pre and post-natal environment, whereby the individual, through defect or deviations in personal make-up, has been unable to make adequate adjustment to the problems of life as he has in his 'personality' found them, and through a faulty mechanism of adjustment to the situation at hand has developed the odd or anti-social conduct which brought him to the attention of the State.

"Of all those individuals who through mental defect or delinquency need care on the part of the State, and who, therefore, specifically come into the field of the State Board of Charities, it is obvious that there will always be considerable practical difficulty in ascertaining the exact number who require legal commitment and indefinite custody and care on account of mental defect alone. The determination of such individuals, particularly the border-line cases, cannot be made by any one test nor at times even by a series of tests, but can be adequately made only after prolonged and thorough investigation of the whole family and personal history. The latter must take into consideration both mental and physical development defects which preclude proper advancement in scholastic work and place the limits of the individual's economic capacity largely within the manual field.

"After all, the question resolves itself largely into one concerned with genetics and sociological results. *In a sense the State is not particularly interested in the individual, even though he may seem mentally deficient, provided his affective reactions are stable and his conduct exemplifies constructive economic efficiency,*

even though in humble measure. So long as he does not, through conspicuously bad mating, increase the virulence of his strain in the body politic, and develops no other attitude definitely anti-social, his mental defect is of academic interest only. Such stable types of mild mental defectives are found doing the humble work of the world, and have a distinct value in our social structure. Nevertheless, the State has the right to know and it is its duty to ascertain the exact number of all such types so far as possible, in order that it may record their whereabouts and curb the possibilities of their developing, by indiscriminate mating, geographical foci of mental defect. To this end there is the pressing need of a system of State-wide registration, to be described later.

"The percentage of actual mental defectives in any average community will vary to some extent with the type of tests used, and whether or not the findings of such tests are accepted at their face value or are interpreted more broadly in the light of the general habits and characteristics of the patient's past life. The depth of psychological and psychiatric insight which the examiner possesses will also influence the result to some extent, but let it be remembered that while some figures seem perhaps rather too high and some authorities might question the fact of actual mental defect in such figures; nevertheless the presence of certain symptoms as indicated by failures on tests warn us that the individual has potential economic failure ahead of him. Later failures in real life will be due to inadequate reactions to reality in just the same way as the minor failures of the mental test indicate an inability for adequate reaction, of slight value though it may appear to be. It is well, then, to realize that while from a scientific standpoint rather high percentage figures are obtainable in relation to mental defect, yet from the standpoint of this Board and the general public it must be borne in mind that all such individuals are not, therefore, destined for an institutional career. The problem, therefore, is not as appalling as it would first appear. This at once brings us to the consideration of those individuals who will not need institutional care, and yet are recognized as potential failures in the social scheme. They will need specialized advice, constructive assistance, and perhaps occasional periods of treatment. It has been planned to meet these demands in the State system of clinics for mental hygiene."

Sir George Newman, M.D., the Chief Medical Officer of the Board of Education (England), in his report for 1917 touches upon another aspect of the question:—

"This problem of the mentally subnormal child is at its roots an issue which has relation to the whole structure and purpose of the national system of education. For the proper and effective handling of these children now forms an integral part of the educational system, and that national efficiency which is its goal is deeply affected by the training of the dull, backward, or defective child. The question is not one of a few feeble-minded children, here and there, whom the nation can afford to neglect or even ignore. It cannot afford to neglect them, first, because their tendency is dangerously downward; secondly, because they reproduce their kind; and thirdly, because they represent that mass of subnormal children who form the material of our great social problems of incapacity and unemployability.

"The problem of the mentally subnormal child is . . . fundamentally a part of the larger question of national mental capacity, and it should be considered from that point of view. It is not, as is so often assumed, an issue affecting a handful of hopeless children. It raises the whole problem of mental capacity, its maintenance and development; it involves the differentiation of the unsound in mind, the subnormal, the average, the more highly talented. We are only at the

beginning of the subject in most of our schools. *Yet it is in the schools, in the period of childhood, when this problem must be handled scientifically, hopefully, and from the standpoint of preventive medicine.* This in its turn raises the wider subject of causation—heredity, predisposing causes, mental conditions, brain poisons, social factors, and so on. Lastly, there are complex and intricate problems of amelioration and administration—of education, custody, and industrial colonies.”

While I am convinced that the duty of the public authorities towards provision for the mentally defective is obvious and pressing, I am also of the decided opinion that there is a clearly defined and restricted area within which work will be effective, without branching out into inordinate expenditure either for buildings or for far-ranging activities.

I mean by this that while such things as survey and registration are needed and new institutions must be provided and others extended, the exact limits of these improvements in outlook and action should, and, in my judgment, can, be determined by a firm grasp of three things which may be taken as fairly well established:—

1. That early diagnosis and the recognizing, when quite young, of the mentally deficient, will enable that care to be taken which, if given just when it is needed, will carry them through the period when they are most subject to influence. This period ends for practical purposes with the arrest of their mental progress, so that all their useful training has to be compressed into it. It is during this period that they can be dealt with before they become social problems as well as medical problems.

2. That even those of the Moron type, whose disability discloses itself later, provided they have had proper training for their minds and hands at an earlier age and have not been exposed to bad environment, can be allowed to pass into the community, with every possibility of making good, if control and care can be given them, either at home or under the supervision of social workers. This type, if left to develop unwatched, furnishes the largest number of criminals, so that prevention in their case, entailing their safe return to ordinary life, is of the greatest value to the community.

3. That the results to the community will be in the exact ratio to the excellence and extent of the care and supervision which it is willing to supply and pay for.

Consideration of the present state of knowledge, based on experiment and study by those competent to judge, points to the reasonableness of these ideas. While it is true that they are correct when applied to the average mental defective I am bound to say that even here and there are exceptions. But upon the whole, any sane policy of dealing with existing conditions which is based upon the foregoing considerations, will, I believe, meet with success, and will also avoid useless expense and the expenditure of much effort in directions less hopeful and secure. The prevailing opinion among those competent to speak on this subject is well expressed by Dr. Bernard Glueck, now of the New York School of Social Work, a leading psychiatric expert in relation to the mentally defective delinquent. He puts it thus: “The fact that so many cases in penal institutions are feeble-minded means only that they have come in contact with the law before they came in contact with the medical profession.”

In a Province where there exists a Workmen’s Compensation Act, well thought out and wisely administered, there should be much weight in the undoubted fact pointed out by Miss Edna B. Jathro, Field Worker. Philadelphia Committee on

Provision for the Feeble-minded, that in the industrial world, the presence of the feeble-minded worker adds to the list of accidents and enlarges the number of unemployed; it reduces efficiency and adds to the cost of supervision.

Popular interest in this subject as a State problem is strikingly illustrated by the fact that within three years twelve official commissioners have been appointed in the United States to study the questions dealt with in this Report, and that facilities for training special teachers have been provided in at least twelve American universities and training schools, and by the University of Toronto.

I may add that all those who appeared before me were insistent upon the fact that conditions were such that it would be disastrous to delay action in ascertaining the mentally defective and determining their future, not only in their own interest but in that of the Province and of the many social interests now working among our normal population. And it may be added that if a great amount of effort and money is to be spent on the problem it should, while we have the opportunity, be devoted preferably where it will do the most good, i.e., during the formative period of youth.

In treating this subject as one of national concern, the words of our gracious King, in replying, on the 31st July, 1919, to congratulations from a joint deputation from the London County Council and Nonconformist ministers at Buckingham Palace, are worthy of being recalled:—

“The potentialities, physical, mental and spiritual, of every community should be developed to the fullest extent. A true education would embrace all these, would cultivate them all in due proportion, and would transform our national life in a generation. The care of the weak and helpless, the protection of our infant life, the guardianship and training of those who by infirmity of body or mind are unfitted to engage in the daily struggle of life, are also matters very near to the hearts of the Queen and myself. New powers of help and protection have been, or are being, put into the hands of the local authorities. This generation will be judged by the use that it makes of them.”

(2)—DANGER OF EXAGGERATION.

At the outset I desire to insist upon something which cannot be too clearly kept in mind. I mean that in considering the problem of the mentally defective, much care must be exercised to avoid over-stating the number of this class and the prevalence of what is called mental deficiency. While the total of those afflicted may be large, if judged by strict medical tests, exaggeration is a mistake and tends to discourage efficient effort to cope with the difficulty by suggesting the fear that it is too great to be really met by any reasonable expenditure.

I am impelled to emphasize this feature partly by the information volunteered to me by the superintendent of one of the largest institutions in the United States, that the mental tests to which the army, raised by that country, was subjected, resulted in the discovery that the average mental age of the second 400,000 drafted men was between 13 and 15 years. I have discussed this statement with two of the most eminent authorities upon the subject of feeble-mindedness, both of them in charge of institutions which are regarded as leading examples of training schools for the mentally defective. I found that they readily accepted the statement as quite likely to be correct. Indeed one of them remarked that the average was good, as the age of eleven years was considered a self-supporting one.

I have also perused the official military reports and the contributions of army medical officers published in periodicals, and have found that the average mentality

of those examined fell much below what would naturally be expected by the uninitiated. The result of these examinations has gone far to indicate that many men who in ordinary life are treated as normal and apparently behave as such, fall far short of the standard set up by psychiatrists for the entirely well balanced. This view is shared by Dr. S. D. Porteus, one of the directors of the Vineland, (N. J.) Training School, who in "Research Programme" in May, 1919, says:—

"The recent army examination of recruits have given us some absolutely staggering results as to the number of low grade (by tests) men who are apparently maintaining themselves successfully in society and are in fact conducting themselves and their affairs as ordinary prudence dictates."

This emphatic difference between scientific examination and practical observation leads to the conclusion that, while there are many well defined cases of mental defectiveness, there is a border line, hard to define exactly, which divides the normal and abnormal, and, if too rigidly laid down, will swell to great proportions those whose intellectual attainments and temperament indicate care and treatment as feeble-minded. I think much discrimination is needed in this particular and I desire to accentuate the position that one must not be led too far in a desire to cope with the evil so that the end to be attained will seem well nigh impossible of accomplishment.

My purpose in giving, early in this report, the quotations which follow from the army experience of the United States and from other authorities is twofold. It is, in the first place, to indicate clearly that many mentally defective men drafted into the army were apparently normal, not actively anti-social, and perhaps self-supporting. It is also to call attention to the necessity for a practical test of mentality as correcting or supplementing the medical one, in order to arrive at a satisfactory answer to the question: Does this individual demand attention for his own sake or for that of the community? The tests here outlined are the most modern ones, and were made on a grand scale for a purely practical purpose. In the United States Army use was made of many, who, judged by strict medical standards, were mentally defective. And that this is the case in civil life cannot be doubted, for much of the rough and heavy work of the world must be, and is in fact, done by those who are somewhat below the normal. But, most of all, these quotations point the moral that, in dealing practically with the detection and care of the feeble-minded, great caution must be observed so as to avoid indiscriminate condemnation.

It is enough to watch over those individuals who clearly need shepherding, and it is but just to the State and to those concerned to prevent undue enthusiasm from overestimating the task and thereby clogging the wheels of progress.

I have, through the courtesy of the Surgeon General of the United States Army, been furnished with the following figures, as of June 7, 1919:—

"Out of 1,668,812 recruits who were psychologically examined, there were found with mental age below seven years, 4,780 men; mental age from seven to eight years, 7,875; from eight to nine, 14,814; from nine to ten, 18,875."

These statistics are illuminated by details given in articles published in *Science* of March 7 and 14, 1919, by the Section of Psychology, (Major Robt. M. Yerkes, Chief.) with the approval of the Surgeon General. The totals given practically agree with the official figures mentioned above, the slight differences being accounted for by the progress of checking between March and June, 1919.

"*Summary of Results.*—After preliminary trial in four cantonments psychological examining was extended by the War Department to the entire army, except-

ing only field and general officers. To supply the requisite personnel, a school for training in military psychology was established in the Medical Officers' Training Camp, Fort Oglethorpe, Georgia. Approximately one hundred officers and more than three hundred enlisted men received training at this school.

"The work of mental examining was organized finally in thirty-five army training camps.

"A grand total of 1,726,000 men had been given psychological examination prior to January 1, 1919. Of this number, about 41,000 were commissioned officers. More than 83,000 of the enlisted men included in the total had been given individual examination in addition to the group examination for literates, for illiterates, or both.

"Between April 27 and November 30, 1918, 7,749 (0.5 per cent) men were reported for discharge by psychological examiners because of mental inferiority. The recommendations for assignment to labor battalions because of low grade intelligence, numbered 9,871 (0.6 per cent.). For assignment to development battalions, in order that they might be more carefully observed and given preliminary training to discover, if possible, ways of using them in the army, 9,432 (0.6 per cent.) men were recommended.

"During this same interval there were reported 4,744 men with mental age below seven years; 7,762 between seven and eight years; 14,566 between eight and nine years; 18,581 between nine and ten years. This gives a total of 45,653 men under ten years mental age. It is extremely improbable that many of these individuals were worth what it cost the government to maintain, equip and train them for military service."

Col. Pearce Bailey, Medical Corps, U.S.A., in *Mental Hygiene* for July, 1918, published with the approval of the Surgeon General, U.S.A. says "Among the first 13,481 recommendations for discharge, there were for mental defect 4,737 or 35.1 per cent.

In a report of the examination of the.....Regiment, U.S. Army, for nervous and mental diseases, by K. M. Bowman, A.B.M.D., Captain M.B.C., U.S. Army, General Hospital No. 6, Fort McPherson, Ga., Assistant Physician Bloomingdale Hospital, appears the following:—

"Subjoined are the method of examination and the results obtained in the examination of a newly formed regiment in our army for the presence of nervous and mental diseases. The method of examination was worked out by the writer. It is not claimed that there is anything new in the scheme, but it is felt that the careful detailing of a method of examination, together with the results obtained by the use of the method in examining 1,189 men, may be of some value.

"The results may briefly be summed as follows: By the use of a rapid outline examination and a second examination of suspects, a regiment of 1,189 men were examined for nervous and mental diseases. As a result, 27 men, or 2.2 per cent. were found to be suffering from "nervous or mental disease in sufficient degree to warrant their discharge."

In order to show that this examination was not confined to the rank and file, it appears from a paper read by Brig.-Genl. Ed. L. Munson, M.D., General Staff, U.S. Army, before the Council on Medical Education of the American Medical Association in Chicago on March 3rd, 1919, that the Medical profession itself was not exempt. He details the somewhat unexpected result thus:—

"The psychologic tests of officers and men at Camp Lee, as shown on the accompanying chart, should be a shock to the complacency in this respect of our

profession, for of all the different groups of officers at that camp, engineers, infantry, artillery, medical etc., the group of physicians ranked lower in mental alertness than any other group of the military class, except the supply train, dentists and veterinarians. These scientific findings were abundantly borne out by experience, and if memory serves correctly, the chief surgeon at that camp recommended some 40 per cent of his medical men for discharge as not qualified for service. This group of medical officers at Camp Lee was further investigated in a general way as to their antecedents, and was found to have largely come from poor schools and small communities and to have represented an exceptionally poor class of the "general run of medical officers."

The purposes of the mental examinations in the U.S. Army were necessarily practical and so may very usefully serve as an indication of how helpful such examinations are as distinguished from purely medical tests in relation to general care and possible usefulness. They approach the subject from the standpoint of conduct which is the test of feeble-mindedness under the Imperial Statute of 1913. The original purposes and the way they were worked out are thus stated:—

"As originally conceived, psychological service within the Medical Department was to assist medical officers, and especially neuro-psychiatric officers, in discovering and eliminating men who are mentally unfit for military duty. It appeared, prior to actual trial, that reasonably well planned methods of mental measurement should enable psychological examiners to discover mentally inferior recruits as soon as they arrived in camp and to make suitable recommendation concerning them to the medical officer. It was also believed that psychologists could assist neuro-psychiatrists in the examination of psychotic individuals. The proposed role of the psychologist then was that of an assistant to the army surgeon, the actual role, as a result of demonstration of values, was that of expert in scientific personnel work.

"In interesting contrast with the original purpose of mental examining, as stated above, stands the following account of the purposes actually achieved by this service: (1) The assignment of an intelligence rating to every soldier on the basis of systematic examination; (2) the designation and selection of men whose superior intelligence indicates the desirability of advancement or special assignment; (3) the prompt selection and recommendation for development battalions of men who are so inferior mentally as to be unsuitable for regular military training; (4) the provision of measurements of mental ability which shall enable assigning officers to build organizations of uniform mental strength or in accordance with definite specifications concerning intelligence requirements; (5) the selection of men for various types of military duty or for special assignments, as for example, to military training schools, colleges or technical schools; (6) the provision of data for the formation of special training groups within the regiment or battery in order that each man may receive instruction suited to his ability to learn; (7) the early discovery and recommendation for elimination of men whose intelligence is so inferior that they cannot be used to advantage in any line of military service.

"The utilization of methods of mental testing by the army has at once increased military efficiency by the improved utilization of brain power and *demonstrated the applicability of the group method of measuring intelligence to educational and industrial needs.* The army methods, although not adapted to the usual educational or industrial requirements, can readily be modified or used as a basis for the development of similar procedures.

"There are abundant indications that the future will witness the rapid development of varied methods for improving scientific placement and vocational guidance. It is highly probable that grading in the public schools, in colleges and professional schools will shortly be based in part upon measurement of mental ability instead of exclusively on measurements of acquisition. The war has worked a miracle for what may properly be called mental engineering by precipitating expectations, surmises and desires which have long sought expression. Yesterday a few men believed in the probability of the early appearance and practical usefulness of this new branch of engineering; to-day scores of business men, educators and men of other scientific professions are convinced that it has arrived and demand its rapid and effective development.

"The complete scientific report on the psychological data which the army has supplied and of which mere glimpses have been given in this article should constitute the basis for further important advances in methods of mental measurement and should greatly add to the knowledge of the distribution of intelligence and its varied and significant relations. These reports are in preparation and it is hoped that they may be published without undue delay."

I have received, and am transmitting with this Report, Bulletin No. 11, dated March, 1919, entitled "Physical Examination of the First Million Draft Recruits: Methods and Results."

It is a bulky volume of 521 pages and in it will be found the detailed information referred to in the above article.

I also add here a note of an important consideration bearing upon the point now being dealt with. It is from a paper read by Jessie Taft, Ph.D., Social Service Director of the New York State Charities Aid Association Committee on Mental Hygiene, in May, 1919, before the National Conference of Social Work, at its meeting in Kansas City. It is this:—

"Our knowledge of the feeble-minded is based almost entirely upon our knowledge of intellectually inferior individuals who make trouble for us in society. Is it possible that there is a class of individuals who by any intelligence test will measure down to the level of the institutional cases whom we label feeble-minded, but who are not social problems? The whole question of feeble-mindedness seems to be complicated by the question of how much of the anti-social or inefficient conduct of the types of higher grade may be due to the intellectual defect and how much to the emotional make-up. That is, may there not be as much temperamental variation in the feeble-minded as in the intellectually normal? And that being the case, may not the standard of feeble-mindedness indicating segregation be as much a matter of type of emotional and impulsive make-up as a matter of degree of intellectual defect?"

Again in the *Journal of Delinquency*, July, 1917, L. W. Crafts and E. A. Doll, of the Training School, Vineland, N.J. express the practical view of those engaged in the care of the feeble-minded:—

"This question is the point of much debate at the present time, so that it is necessary for investigators to abstain from sharp classifications, and, instead, to present the data which form the basis of the classifications employed.

"It should be recognized that this is a problem of very great significance, and one whose solution does not seem to be very near at hand. It seems, from present indications, altogether unlikely that we shall soon be able to formulate a single index of mentality by means of which we shall be able to measure with objectivity and exactness, those reactions which in the aggregate constitute

feeble-mindedness. Yet many investigators utterly ignore this difficulty and take it for granted that a single criterion is already practicable and available.

“Whatever may be the method of determining feeble-mindedness, there remain these borderlines within whose limits some cases will appear normal and others feeble-minded, when judged by different criteria.”

In this connection I draw attention to the Canadian Report of Soldiers' Civil Re-establishment, to March 31st, 1918, in which it is stated that,—

“Feeble-mindedness is another condition which requires special consideration. Numbers of men are returning each month in whom the major disability is a primary mental defect dating from birth or early life. Their records show that they have been inefficient as soldiers, and where earlier histories are available, it is usually found that they were likewise unable to make good in civil life. Exceptions occur in the case of certain of the higher grade defectives who had been able to get along in the simpler forms of manual labour or on farms, but who proved totally incapable of carrying on in the army.”

(3)—PREVENTION: ITS HOPEFULNESS.

The second thought which should be ever present in dealing with the feeble-minded is that an appreciable proportion of that class can be, by care and attention at the proper time, made reasonably fit to support themselves or to earn something towards their own livelihood or support, whether at large or in an institution.

In talking the matter over with Dr. Walter E. Fernald, Superintendent of the Massachusetts Training School at Waverley, Mass. the leading figure in this work in the United States, he was good enough to draw a diagram illustrating the various degrees of feeble-mindedness and to point out that, out of the total, only one of these degrees was of the class which demanded permanent confinement. Of that class only $8\frac{1}{2}$ of the males, and of the females a larger proportion, had to be sequestered, the latter on account of child-bearing. I do not mean to say that the whole of the remainder are exempt from institutional care. They may need it, but for a limited period. Indeed it is just the control and training supplied by these institutions, that is the most potent factor in fitting the defective for a comparatively useful life if properly guarded as to environment and adequately supervised. The great aim should be to ascertain during their early years, chiefly through the schools, the individuals whose mental capacity is stunted because of defects which indicate feeble-mindedness. When so identified the training in special classes will demonstrate which ones are likely to develop favorably and those who are destined, if left to themselves, to become criminals or anti-social factors. To properly identify and care for this latter class is to master the root difficulty in regard to the feeble-minded. In these different divisions there will be found those who can be left to the care of their relatives or friends and who can get along with comparative safety and success.

Dr. Clarence M. Hincks, who is engaged in examining the school children in Toronto gives it as his opinion that where there are intelligent parents at home to continue the supervision of the child it is quite possible that the largest percentage of the feeble-minded could be thus cared for. Others, and perhaps the majority, will need institutional care and training and will for some years have to be watched and encouraged and their faculties trained to various industrial and manual pursuits. These last will again be subdivided into those who can be returned to social life, needing constant watching, but, under that supervision, able to do well enough to prevent them becoming a financial burden to the

community. The residuum will have to remain in training schools, working at the trades and occupations which will enable them to produce much that is needed for the upkeep of those institutions, or in colonies where farm work, reforestation, road-making, clearing land and such like pursuits will fill up their time and keep them contented. In this way there will be a continual flow of inmates into training schools and thence into social life again or into colonies, while their places in the training schools will be taken by those younger in age whose destination has been determined by their record in the special classes in the ordinary schools or by medical examination.

This rotation is of course the ideal to be kept in sight and its successful accomplishment presupposes much in the way of endeavour, outside and beyond the schools. That work will have to be done by skilled psychiatrists by study and observation, and by social workers in the practical sphere of supervision, and must be systematic and continuous in any well-thought-out scheme, in order to reach those who either miss the school entirely or are of a class not readily amenable to its discipline or need as much care out of school as in it. It is very encouraging to find an enthusiastic worker such as Dr. Wallace, Superintendent of the Wrentham (Mass.) Training School, expressing the opinion that a considerable proportion of the feeble-minded can be successfully handled in their own homes or in new homes which may be found for them under thorough supervision (1918 Report.) In a later stage in the present Report I give the views of those competent to form an opinion, whose experience and the statistics they have collected, shed a flood of light upon the subject.

The emphasis, however, must be placed on this end of the problem instead of on the other, at which are found the lunatic asylums, the penitentiaries, gaols, and reformatories. These up to the present time, have been the chief receptacles of those who, uncared-for in their earlier years, have been allowed to develop into criminals and law-breakers, occupying a large place in the work of the police and of the courts. Communities must recognize that the cost of arresting, condemning and incarcerating those who are dangerous to society or obnoxious to its laws and the far greater expense of guarding against their actions or suffering because of the crimes they commit, must be faced if they are not willing to spend an equal amount in an endeavour to prevent crime. To do this there must be given to those who are mentally defective, and so prone to err, such an environment and supervision in their earlier years, as will prevent or deflect their downward drift.

The great and dominant want in connection with this subject is the systematic endeavour to prevent instead of to cure. Both are difficult and expensive, and the latter is all but impossible. The former has not yet been tried here. But while the attempt to prevent is costly and tedious, it does in many cases result in good to the individual and untold good to the State, and if pursued with sincerity, will do so in many more. To understand that abnormality can be detected, watched and prevented from developing into anti-social activity is the first requisite. If persuaded of that, the means by which care must be exercised is next to be studied. Heretofore we have failed to realize that the evil which forced itself upon our attention in the deeds of the criminals was in a large measure due to mental deficiency. These criminals were punished and became, perhaps, for years, public charges. When discharged they returned to their evil ways and so continued to be not only a menace, but an expensive one. It was not recognized that they were largely the outcome of a wrong system founded on ignorance.

An effort must be made to change that attitude and the change is one which

must be radical and must profoundly affect our legal enactments, our court procedure and equipment, and our public institutions. Much in these is based, as it now appears, too largely upon a wholly wrong principle. It is necessary to insist strongly upon this fact, because the remedy, if it is to be efficient, will not be secured by half measures, but will need very patient, painstaking and concentrated effort both in study and action. Very many classes of people, not at present specially interested or equipped for co-operation whose attitude is at present one of unconcern, must be attracted and convinced. Proper education of the public on this subject is one of the crying needs of the present time, not only because the evil is one affecting the community, but because the means to be adopted will touch the home and family circle, the schools, amusements, courts, boarding houses, etc., and will affect so many interests that a favourable attitude in the public mind will make all the difference between success and failure. Not only so but once society at large realizes the situation and its needs, it is certain that just that kind of help will be forthcoming which is so sorely wanted. To aid and assist those charged with or undertaking the work of looking after the afflicted ones, many forces must co-operate. It is necessary to reach those defectives who must, perforce, in many cases, remain in their usual surroundings and in the place where they happen to be found.

Just how it is to be dealt with is another question but that it presents features capable of being handled at once and with marked benefit to the Province, I have not the smallest doubt.

In the schools, the home and the various penal and corrective institutions the mentally defective can be detected and of these the most natural and the most effective in which to begin are the schools, whether in respect of ascertaining their number at a time when it is most useful or whether with a view to saving the majority from degeneration.

In the last report of the New York State Hospital Development Commission (Feb., 1918) the practical problem is stated in a way which I believe to be not only correct but in its essence hopeful.

"It is now known that feeble-mindedness is caused by a positive defect in the brain, that this defect is incurable because it is not a disease but a lack, and that a feeble-minded person of the mental age of ten or twelve can never grow mentally older. *But this person through training can become mentally a very efficient child of ten or twelve and can often be made a self-supporting, self-respecting member of the community.* We have learned that there are certain families possessing a marked prepotency for evil, which families are known. There are undoubtedly many other families of like character not yet discovered. It is the judgment of all, who have knowledge on this subject, with whom we have talked, that the feeble-minded children of such families should be confined in institutions and kept there because if left at large in the community their life histories are those of crime, immorality and drunkenness, and their illegitimate children increase and intensify our burden indefinitely. On the other hand, *many of these unfortunates need only a few years of institutional training to enable them to go out into the world and earn a living perhaps not of the best, but sufficient to prevent their becoming a charge on their community or State.* Apart from these there are a very large number who, if their home surroundings are decent, need no institutional care and will never become a burden on the public.

"Feeble-minded women of child-bearing age who have already had sex experiences should not be allowed at large without careful supervision for it goes

without saying that the State for its own protection must as nearly as possible shut off at its source the alarming increase of those who inherit a lack of mentality.

“A census of the feeble-minded with careful inquiry into family histories and environment would make possible a classification that would greatly facilitate the solving of the problem. *There are many feeble-minded children in proper home surroundings that may never require State care. How many there are of this class and how many of the class whose tendencies and environment make them dangerous to society can only be determined by a census which can be taken in large part, with the machinery now available.*” The ungraded classes for backward children in the public schools, the courts, prisons and institutions for defectives, delinquents and dependents can be utilized to reach all classes, but the taking of the census should be directed by some central State agency qualified to prescribe the character of the information desired and to analyze and classify the results of the inquiry.”

It is to the result of proper classification that the Board of Control in Great Britain under the Mental Deficiency Act, 1913, in their second Report, in 1915, refers when it says:—

“Fortunately the greatest economic value of the feeble-minded is reached by means which secure their greatest possible health of mind and body, and their fullest possible pleasure in existence.”

Let me conclude this section with a quotation from a report of one of the U.S. Training Schools showing how simple supervision becomes when the community wants the labour of defectives and is alive to the necessity of constantly looking after them. It is from Dr. Fernald's 1918 report of the Waverley Training School:—

“SELF-SUPPORTING DEFECTIVES.—It has long been assumed that a feeble-minded person could not support himself independently. The war has taught us that this is not a static problem, for scores of our former patients are now working for high wages. Some of these boys have been receiving \$18, \$20, \$30, and even \$35 per week. The demand for labour has been so great that employers have learned to provide the constant supervision that makes a producer even of a feeble-minded boy. Practically every able-bodied boy of fifteen years or over who went home this summer for a vacation is still at home steadily working for good wages. So many of our male patients have been kept at home to work that our industries have been greatly reduced. Nearly all of our milkers, for instance, went home at one time. We have few painters, teamsters, etc., left. Many of the boys make regular visits to the school, and are clean, well-dressed, and bear themselves with dignity and evident self-respect.

“There is a strong suspicion that in the past the difficulty of getting work, and the resulting idleness, has had much to do with the anti-social behaviour of the feeble-minded, at least of the male feeble-minded.”

(4)—NEED FOR CHANGE OF ATTITUDE AND EARLY DIAGNOSIS.

The prevailing attitude hitherto has been dominated by the fact that feeble-mindedness has so often been the cause of criminality that the penal or correctional establishments were the places where this condition became apparent.

Only real insanity has been a recognized defence in cases of murder and violence and in other crimes. So that quite naturally the mental defective, if unable to escape as being a lunatic, has been regarded as a criminal and his state as requiring restraint in a gaol instead of a lunatic asylum. The modern point of

view is that as there are various grades of mentality even among those considered normal, so when mental development has become arrested because of some physical cause and fallen below the accepted standard, the unfortunate victim, if a delinquent, is a social problem even more than a medical one. His instincts and ideas are those of an uninstructed child, combined with physical passions and tendencies, and it depends on the peculiar combination in each case whether he is to become merely a drag on those around him or a positive menace to the community in which he lives.

The absolute recognition of the fact that arrested growth of the mental faculties if not properly dealt with, produces chiefly a problem in sociology and not merely one in medicine, but that that result may be avoided by timely attention, is fundamental to the whole attempt to deal with the subject of the care of the feeble-minded.

This radical change in the point of view leads naturally to a reversal of the method of approaching and handling the subject. It is no longer the fashion to let these unfortunates drift into crime, next into the courts, and then to become objects of compassion and care, mostly thrown away because too long delayed or of neglect and abhorrence.

Instead, the necessity is urgent for ascertaining at the earliest moment of a child's life whether it will become a ward of the State, and if so, to train and guard it so that it will not only receive the attention needed, but will be restrained from developing those qualities which will inevitably result in "fetching up" in court. I say "a ward of the State," not because every mental defective must be housed and detained, but for the reason that the point of view must be that the State has a definite duty to each feeble-minded child, both for its own sake not less than for that of the community, to provide safeguards during a shorter or longer period so that the tendencies towards anti-social acts will be repressed or modified by every human means.

In every community there are classes which have been referred to as the "submerged tenth." Many of these are hopeless, diseased, bad, and non-social, and many agencies exist and are at work to rescue and care for them. But the feeble-minded are not a class in that sense. They are an element in our midst that exists in every rank and class, and are found at any age from the very youngest up to old age. They enter into every phase of life, and may, and generally do, complicate it in a way which casts ultimately a heavy burden upon the community.

Fortunately, although the number is large when looked at from the standpoint of care, it is not so large as to make it impossible to handle or to discourage any attempt to improve.

Dr. Tredgold, L.R.C.P., London, Consulting Physician to the National Association for the Feeble-minded, in his work in Mental Deficiency strongly urges that the training of the mentally deficient child should begin at birth or as soon as the condition is diagnosed. He says:—

"The ament, even more than the normal child, rapidly develops bad habits, and care in the early years of life may not only do much to prevent these, but will be of the greatest assistance in paving the way for the more systematic training of after years. This early training must of necessity be carried out at home, and, where circumstances permit, it is advisable that it should be at the hands of a trained governess; but where this is not possible it must be undertaken by the parents. In any case, the growth and well-being of the child's mind, as well as body, should be under the general supervision of the medical attendant.

"I have already emphasized the necessity for telling the parents the truth regarding the condition of their child; I would here remark that it is also the physician's duty to state plainly that neglect at this time may mean the development of habits which it may take years to eradicate, whilst care, kindness, and, above all, patience, will certainly result in improvement. Suitable food, clothing, warmth, exercise, fresh air, regular bathing—in fact, attention to all concerning the general bodily health are of the first importance, whilst the habit of cleanliness cannot be enforced too early. Its acquirement in all but the most degraded idiots is usually only a matter of patience. With regard to training, there is no need for anything elaborate; but the practice of relegating these children to out-of-the-way corners, and of depriving them of those adjuncts to development which they need far more than do ordinary children, is one which cannot be too strongly condemned. What is required at this time is a little more, and not a little less, care and patience. The child must be talked to and encouraged to play. If destructive, it must be gently but firmly repressed. If inactive, its little hands must be made to feel the contact of toys, its sight stimulated by brightly coloured balls, and its hearing by music, or even noise. Instead of depriving it of toys, let it have an abundance to see and handle, and even to break. As it gets older encourage it to sit up, to stand, and to walk, and do all that is possible to develop and co-ordinate sensory and motor activity. If the child is to be rescued from its solitary position, the time so spent will not be wasted.

"I think one of the most deplorable things in connection with these unfortunate children is the neglect which so often attaches to their early home life. I do not think that this arises from unkindness, for I have often been struck by the manifest solicitude of parents and all those about them. It is simply a matter of sheer ignorance as to what to do and how to do it, but it often results in the development of habits which are ineradicable."

Meredith Young, M.D., Chief School Medical Officer, Cheshire Education Committee in 1916, says:—

"It is universally agreed that psychological education of the senses must precede the physical education of the mind.

"Remember that work and exercises demanding much energy but little skill are called for in the lower-grade case. Never let anything be learned off 'parrot-fashion' unless it is also understood. In training the feeble-minded the old teacher's maxim for all bad habits requiring correction has a very special application. I refer to the maxim, Don't say 'don't,' say 'do.' In other words, replace the bad habit by the corresponding good or proper one instead of merely trying to wipe out the bad habit and leaving the child to fill in the blank. This is the same dodge as one uses with infants when one wants to get an article from them—giving them another object to take its place."

Dr. Walter E. Fernald, as far back as 1912, in addressing the Massachusetts Medical Association, insisted that "in a national policy for controlling feeble-mindedness it is essential that we recognize the condition in childhood."

In February, 1919, as Chairman of the Special Committee appointed by the State of Massachusetts relative to the control, custody and treatment of defectives, he reiterates this in these words:—

"Feeble-mindedness' is not a condition that develops in adult life. Where present in the grown-up, it must have existed in the same individual from birth or early childhood. This circumstance renders it wholly practicable to ascertain its presence while the individual is still growing and before he has entered upon

that certain career of misery for himself and depredation upon society. The proposition is too obvious for argument."

"All of our experience in dealing with the feeble-minded indicates that if we are to adequately manage the individual defective, we must recognize his condition while he is a child, and protect him from evil influences, train and educate him according to his capacity, make him industrially efficient, teach him to acquire correct habits of living, and, when he has reached adult life, continue to give him the friendly help and guidance he needs. These advantages should be accessible to every feeble-minded person in the State. Most important of all, so far as possible the hereditary class of defectives must not be allowed to perpetuate their decadent stock."

As far back as 1908 Dr. Fernald had indicated the need of early diagnosis in these words:—

"Maliciously mischievous children, runaways and vagrants, the incorrigibles, disorderly and ungovernable children, are often of the imbecile type. Lighter grades of imbecility often fail of recognition in early childhood, but as soon as some unusual situation arises demanding discretion and decision of action, and self-control, the mental, moral and social incapacity becomes evident. The mental incapacity becomes more evident in youth and adolescence as contrasted with the rapid mental development of their playmates.

"The juvenile expression of this slight degree of imbecility, especially in children watched and guarded in good homes, is trivial and harmless. The reaction of these patients to the temptation of adolescent and adult life is another matter.

"The life history of the cases put under permanent protection and training at an early age is very different from that of the cases which grow up at large in a modern urban or town community. Nearly all of the cases trained from childhood or youth may be taught habits of industry and comparatively good behaviour, and at from twenty-five to thirty years of age a large proportion of them "settle down" to a condition of ostentatious pride in the virtues which they unwillingly practise.

"Constant occupation at congenial work, with strict but kindly discipline, and with proper reaction, is the basis of the treatment required."

Miss Catharine Brannick, Psychologist, Massachusetts Reformatory for Women, in May, 1919, says that she is impressed with the fact that,—

"The home as a factor in the training of a feeble-minded child is, of course, even more important than the school. Where the home is not in itself capable of giving adequate oversight, the assent and co-operation of the parents are manifestly necessary for supervision from the outside. Under authorized supervision from a central state agency, this question of co-operation would probably never arise, even though the actual visiting were delegated to local private agencies."

(5) NEED FOR INFORMATION AND SCIENTIFIC TREATMENT.

A task lies before the Province in undertaking to ascertain, as well as to properly care for, those who up to the present time have failed to receive any proper attention at all, except so far as the accident of the moment has cast them up in such a way as to necessitate dealing with them.

I find a widespread and urgent desire to have some system of survey and registration adopted, both so as to ascertain the extent of the evil and to enable supervision to be effectively given. The measures to be taken must depend upon

the numbers affected, their locality, the view taken of the proper mode of relief and care to be set on foot, and the sincerity of the effort made to cope with the situation.

It may be objected that a survey of the Province to ascertain the number of feeble-minded will entail great expense. I do not agree with that objection. If the matter is to be properly undertaken much of the survey must be done by existing agencies. A beginning should properly be made through the schools, through the local health department and social workers, and through the officers of the law, treating that expression as including all those authorized by law to intervene for the protection of the individual or the prevention of vice. In every organized community, even in the most scattered, there is now some form of voluntary effort to offset poor social conditions. These workers are, in larger centres, aided by the neighbourhood workers, the public health and other nurses, and many other forms of unselfish endeavour for the less fortunate. Through these agencies homes are visited and the physical condition of the inmates investigated. If to them is added a systematized plan for observation and classification of school children it will be possible after no very long time to become possessed of statistics which will account for far the largest number of this class. The necessity for this survey exists not only for statistical purposes, but for the far more important duty of present and after care and the study of individual cases. The primary object, however, should be to detect those who display tendencies described as anti-social. While any properly conducted survey will disclose many who are comparatively harmless and who must be noted for care and supervision, not necessarily, nor indeed usually, institutional or professional, the great effort should be to actively watch over those who may develop vicious tendencies. If these can be duly designated and carefully watched the principal success of any survey will have been accomplished. They can then be examined periodically, their progress noted and their destination settled, and the time they spend in the special classes will afford useful opportunity for study. They can be properly trained, kept from acquiring bad habits, or associating with questionable companions, and ultimately, having learned how to work, will present a greatly lessened problem to deal with.

I do not think that, formidable as such an enterprise may sound, there is any real difficulty in accomplishing it speedily and extensively, if only there be provided a competent body with an energetic head and an enthusiastic staff to co-ordinate the agencies already in existence which deal with social welfare work and also to bring into line many individuals whose profession or official duties throw them into contact with those needing attention or examination.

Among the agencies now doing work similar in kind I may mention the following:

1. Social welfare workers, neighbourhood workers, medical health officers and public health nurses, whose visits to homes could be made most useful in the desired direction.

2. Boards of Education and School Trustee Boards and their medical and truant officers.

3. Orphanages and charitable homes for children and old people.

4. Juvenile Courts, Children's Aid Societies, Women's Courts and their probation officers, and the voluntary associations which aid and assist in their work.

5. The police.

6. Judges, police magistrates and justices of the peace.

In addition to these there are surely to be found among members of the legal

and medical professions and in business circles those who would, if interested in the work, become a much larger factor in its success than is, I believe, realized. If the matter were thoroughly explained to them and their co-operation asked, I am sure that the Church organizations for social service, and the societies such as the Freemasons, National Patriotic Societies, Orange Lodges, the Rotary and Kiwanis Clubs, and similar organizations, Knights of Columbus and others, would willingly co-operate. There are already two active committees interested in the subject, and very alive, namely, the Canadian National Committee for Mental Hygiene and the Provincial Association for the Care of the Feeble-minded.

The services of all those above mentioned and of Judges and Magistrates can also be advantageously directed to the improvement of the laws and the amelioration of conditions at present confronting those engaged in social welfare work. They can greatly assist in informing and stimulating public opinion so as to strengthen the hands of those under whose official direction this great work must be carried on.

The question of registration, its necessity and practicability, has been so excellently worked out by George A. Hastings, Executive Secretary of the Committee on Mental Hygiene of the New York State Charities Aid Association, that I have added his article as Appendix A to this Report.

I may mention here that a survey has been completed in the Province of Manitoba and that school surveys are in progress in Toronto, Hamilton, London and Ottawa under the auspices of the Canadian National Committee for Mental Hygiene, whose work may well be utilized. The experience and information possessed by officials of the Juvenile Courts, Psychiatric Clinics and various social workers and agencies will be readily available for helping on this work.

The English Mental Deficiency Act, 1913, affords a very interesting example of the willingness of public men and voluntary bodies to aid in this direction and may well be studied on the question of local activity when it is proposed to make a beginning as well as when it is time to legislate on the subject. A Board of Control consisting of not more than fifteen commissioners (only twelve being paid members and four being practising barristers or solicitors, and four medical practitioners and two women) exercises general control, protection and supervision over defectives and supervises the administration by the local authorities of their powers and duties under the Act. It inspects institutions, visits defectives through inspectors, provides institutions for violent and injurious defectives, and takes steps to ensure suitable treatment of cases of mental deficiency. It reports annually to Parliament and administers the Government grants.

The carrying out of the provisions of that Act is enormously helped by the work of the Central Association for the care of the Mentally Defective, a voluntary incorporated body. Its creation came about in this way:—

“On the suggestion made by Sir William Byrne, K.C.V.O., Chairman of the Board of Control, in October, 1913, a meeting was called by the National Association for the Feeble-minded of all voluntary societies, associations, homes and institutions for defectives, and a Provisional Council was formed. The various central associations representing the statutory authorities were approached, such as the County Councils Association, the Association of Municipal Corporations, the Association of Poor Law Unions, the Association of Education Committees, and an executive has been elected composed in equal parts of representatives of the statutory bodies on the one hand, and of voluntary workers and their societies and institutions on the other.” . . .

"The objects of the Central Association are:—

"(a) To assist in the formation of Local Associations;

"(b) To further co-operation between the Statutory Authorities and the Voluntary Societies;

"(c) To assist in the consideration of questions touching more than one area;

"(d) To deal with the problem of finding and training attendants and officers for institutions for defectives and of teachers for schools for defectives and possibly to issue certificates;

"(e) To act as a clearing house for cases and to undertake to place cases leaving institutions, etc., in touch with a local association or a society willing to undertake their supervision;

"(f) To co-ordinate the work of homes and institutions and of the local associations;

"(g) To deal generally with questions affecting the welfare of defectives, without of course in any way trespassing upon the field of work reserved by the Act either for local authorities, or the Board of Control."

The voluntary institutions, homes and societies which are represented on the Council include such bodies as Dr. Barnardo's Homes, the Salvation Army, the Church Army, etc.

"One of the most important pieces of work a voluntary association can carry out at the moment is that of supervision. The statutory authorities have power to keep defectives who are subject to the Act under "supervision" in their own homes. Supervision to be efficacious means constant and careful visiting, and a really intimate knowledge of the life and characteristics of the defective. The work can be delegated by the statutory authority to a voluntary association. As authorities are unable to borrow money to build and equip institutions for defectives, they can only send defectives to the very limited number of homes and institutions now in existence. The pressure on the available accommodation is so great that it is most important that only those defectives in urgent need of care and protection for their own sake or for that of others, should be sent there. If the authorities would make full use of their powers of supervision, they would soon be in a position to know who should be cared for in an institution, and who might safely stop at home for a time.

"An epitome of the objects as set out in the Memorandum of the Association is given below:

"1. To do all such things as may, in the opinion of the Council of the Association, conduce to the efficiency of voluntary work, whether paid or unpaid, in connection with the Mentally Defective, or with any persons coming under the supervision of the Board of Control, or which may tend to promote or ensure the suitable treatment of defectives in England and Wales.

"2. To render assistance, either directly or indirectly, through other bodies, societies or persons, to public authorities in the administration of Acts relating to the care, control, treatment or education of defectives, when such assistance may be requested by such authorities.

"3. To form, or assist in the formation of, Local Voluntary Associations in the different statutory areas in England and Wales, such associations to have as their main object the co-ordination of work for defectives in the area, and particularly the friendly visiting in their own homes of defectives not in institutions.

"4. To promote co-operation between voluntary societies dealing with defectives and between public authorities and voluntary societies, and to act as a means

of communication between local voluntary associations and voluntary bodies and government departments or public authorities.

"5. To organize the training of teachers, visitors, guardians, attendants and others concerned in the care, treatment and supervision of defectives, and to assist in providing such persons for public authorities, voluntary associations or institutions.

"6. To keep records of (a) defectives moving from one area to another, and (b) societies, institutions, etc., dealing with defectives.

"7. To provide, or assist in providing, places of safety, observation homes, occupation, or occupation centres for defectives, and to make special provision for 'double' defectives.

"8. To issue literary publications, leaflets and pamphlets.

"9. To promote, watch, support or oppose any legislation or amendment of existing legislation, relating to defectives.

"10. To assist in the care of individual defectives who are not already under the statutory authorities in all areas where no local voluntary associations are formed."

This Act and the machinery provided by it, supplemented by voluntary assistance, has not become a complete success owing to the backwardness of municipal action. This condition is observable in this Province as well, but I believe will pass away when the subject is more fully understood.

A. F. Tredgold, L.R.C.P. (Lond.), M.R.C.S. (Eng.), F.R.S. (Edin.), author of "Mental Deficiency," and formerly Medical Expert to the Royal Commission on the Feeble-minded, in a pamphlet issued in 1918, says:

"There can be no question that the chief reason for the present very unsatisfactory state of affairs lies not in any defect of the Act, nor of the Board of Control; but in the neglect of the local authorities to administer the Act. This is shown by the fact that although the Exchequer was prepared to pay the sum of £150,000 per annum to local authorities for this purpose, in the year 1917 only £79,000, a little more than half this sum, was actually utilized." . . .

"The great defects at the present time are that we are practically quite out of official touch with the great mass of mental defectives who are at large, that we neither know who nor where they are, that we have no system for finding out or for exercising supervision over their movements, and there is a woeful inadequacy of suitable accommodation for such as should be placed in institutions."

While an effort to obtain proper information upon which to base a scheme suitable to the conditions in this Province is in itself most pressing, there is work at hand specially urgent. It is the proper examination of those who are at present in our gaols or penitentiaries, refuges and other unsuitable institutions or who are passing through the hands of the police and through the courts.

The evil which has been caused by the wrong standpoint adopted in relation to crime is one that is continuously in evidence both in those who make their first appearance in the criminal courts and those who are known as "repeaters" or "recidivists." At present these unfortunates are all treated alike and no effort is being made to diagnose their cases or to ascertain the cause of their lapses into vice.

While Juvenile Courts, suspended sentence and gaol farms are symptoms and most important ones of a change of attitude towards prospective or actual criminals, they are only steps in a much larger and necessary movement. To allow young men and women and adults of both sexes to appear before magistrates and judges and to

be tried and condemned without any effort being made to ascertain the cause of their downfall, their previous environment, or their mental condition, is, in the light of modern thought, a most unwise and costly mistake. It judges the mentally defective as if he or she was entirely responsible and it ignores the costly burden upon the State caused by term sentences which permit, after an interval, the criminal to return to society, to again resume his career of vice. It is the duty of every judge to endeavour to deal with crime so as not only to punish the particular offence, but to give to the condemned person an opportunity to profit by his experience and to reform. At present any effort in the latter direction is completely thwarted by lack of knowledge of the very facts which would determine just what punishment or treatment would accomplish the desired result.

It is no secret that magistrates and judges in an indirect way do endeavour to ascertain something about those upon whom it is their duty to impose punishment, and that they are too often pressed with the knowledge that they have before them but little to guide their decision. The law, represented chiefly by the judges, magistrates, the police, the parole and probation officers, the juvenile and police courts, and those administering criminal justice, are a force, always at work, which has to deal with many not always covered by home and school survey. If there were placed at the disposal of the judges, magistrates, police and lawyers, some adequate and scientific organization for making enquiry and examination into the previous history and mental condition of offenders, there would be a most welcome relief to their responsibility and a radical change in the administration of criminal justice to the great and lasting advantage of the community, both in a social and economic way. The most far-reaching result, however, would be that each case would be dealt with, not merely from the standpoint of benefit to the individual, but from that of the State, and it is obvious that both these advantages would be utilized to the full, for in no case could the welfare of the State fail to coincide with that of the person affected by the ultimate disposition of the case.

I am impelled to add here, on account of the importance of this part of the general subject, some of the arguments, drawn from experience, for the establishment of psychopathic laboratories. These are practically elaborate mental clinics and their usefulness is not confined merely to the juvenile and other similar courts, but is available to all tribunals administering criminal justice, whether Justices of the Peace, Magistrates, County Judges or Judges of Assize. They are in effect hospitals upon a scale sufficient to permit prolonged study of cases, clinical instruction in psychiatry, the training of nurses for mental cases, and investigation and research. They must not be confounded with the Reception Hospital, a much less extensive though necessary element in the care of the mentally defective.

I trust that a psychopathic hospital and laboratory on a scale adequate to the size and importance of Toronto may yet crown our efforts to get at the root of the evils arising from mental defect.

I preface these extracts with a few words of Wm. Healy, A.B., M.D., formerly Director of Psychopathic Institute Juvenile Court, Chicago, and now engaged in similar work in Boston, Mass., upon the organization of courts so as to secure better treatment. He says:

"The organization of courts that shall enable the most efficient treatment of delinquency must include two fundamentals which are wanting now. One is extension of the juvenile court method and juvenile jurisdiction to offenders up to the age of 20 or 21 years, with powers of committing proper cases (perhaps through the adult criminal courts) to penal institutions. My years of daily work in courts

have served to enforce upon me, what everybody knows, that most boys and girls do not cease to be boys and girls at 17 or 18. As we shall say in our discussion of adolescence, the formative period of life is variable in different individuals, but is almost never ended at the limit fixed now as the juvenile court age. Practical workers, as well as scientific students of adolescence, perceive remarkable changes of character taking place between 18 and 20. Every safeguard that society can throw about these important years by virtue of the parental method of the juvenile court, with its properly gathered knowledge of causations and results of previous efforts, should be continued.

"The other fundamental is that any court handling an offender should have direct jurisdiction over the contributing agencies to his offence. The greatest travesties in justice occur through this omission, found almost everywhere. The failure to do justice to the total situation involved in the case betokens the utter weakness of this branch of social effort. The conveying of a complaint and of evidence to another court, to be tried perhaps weeks hence, without the ultimate knowledge of the facts concerning the primary offender and his case, is psychologically and practically a very weak proceeding.

"There are many other fundamental needs in criminal procedure which members of the legal profession see, but the above two are matters of organization where decisive human factors are not taken into account."

(a) Feeble-mindedness and Probation. Read at the Conference on Feeble-mindedness of the Massachusetts Society for Mental Hygiene, Boston, December 14, 1916, by Herbert C. Parsons, Deputy Commissioner of Probation, Boston.

"The feeble-minded person brought to the bar of justice presents one of the most difficult problems of the courts. As yet, no clear path is provided for his disposition.

"Actually but one court in the State is to-day officially equipped with the means of determining the mental status of the offender. The Boston Municipal Court acquired this equipment under the cover of its probation officer, but the legislature of that year has provided for it separately as a distinct service. There is assurance that the Boston Juvenile Court is presently to have its mental clinic by the establishment of a fund through private subscription, as a memorial to the judge who made this court the model for the world. These courts, with their jurisdiction limited to but a section of the city of Boston, are no more than furnishing an example to the rest of the State. Until the day comes when every court is similarly equipped and when every person brought before it shall have the benefit of mental examination to determine in what place and by what means he may best be helped, the existing agencies must needs share the unscientific and irrational assignment to them of persons for whom they can do but a fraction of the good their cases demand."

(b) From Report of the Psychopathic Laboratory of the Municipal Court of Chicago, for the years May 1, 1914, to April 30, 1917:

"The Judge must make the decision as to the precise form of sentence. In making this choice his highest consideration must, of course, be the interest of society as a whole. He must endeavour to select that form of sentence which will most surely prevent a repetition of offences on the part of the convicted delinquent. But to make that choice he must know what kind of an individual he has to deal with, as different types react differently to the various forms of punishment and restraint. What would eminently suit the case of delinquent A might prove entirely wrong as treatment for B.

"Right here is where psychopathology comes to the assistance of the court. The precise type of psychosis is exceedingly important in the case of every deficient prisoner. And it should be noted that there is no personal interest on the part of the delinquent which is opposed to the public interest. The judge does not have to choose between duty and sympathy. That decision which best serves the public welfare invariably is best for the individual delinquent. It is not merciful to release a delinquent who stands no chance to wage a successful battle, for he is certain to get into the toils of the law again in a short time. The only consideration is as to the kind of sentence which will best avail to keep him out of trouble, whether it be probation, with effective aid from competent friends and relatives, or incarceration in an institution selected to meet his individual requirements.

"In the largest aspect the laboratory idea marks a turning from the traditional policy of society of treating delinquents as units of a single large class, by automatic methods, without consideration of the various individual characteristics which distinguish them, and are now seen to divide them into a number of sharply differentiated classes, each with its separate proclivities, potentialities, and prognostic characteristics. It is a turning from the objective view of crime to the subjective view. It makes a diagnosis the great element in the scheme for reform or restraint. For the first time the law has permitted science to assist.

"The great object is to protect both society and the delinquent from a subsequent offence. Their interests here are identical. Properly understood, the elements of mercy and sympathy, as elements opposed to stern justice, do not exist. The great purpose of psychopathology in court is to prevent a repetition of the offences. It is a scientific rather than a legal question."

(c) The Psychopathic Laboratory in the Administration of Justice, by Clinton P. McCord, M.D., February, 1917:

"Dr. George E. Gorham, a prominent Albany physician of wide experience and with a scholarly understanding of the sociologic phases of modern medicine, in speaking recently of local needs along this line, said: 'The instituting of a psychopathic laboratory in Albany County would be the biggest and most valuable step in scientific progress in the community health that has been taken since the building of the filtration plant.'

"Hon. Harry Olson, Chief Justice of what is perhaps the most highly organized system of municipal courts in the world (Chicago Municipal Court), out of definite experience with psychopathic laboratory methods as applied to court cases, declared in an address on the need of such laboratory: 'No greater service can be rendered the public. There is nothing of which you will be so proud ten years hence.'

"The idea has developed rather rapidly during the past six years, and a number of representative cities have made provision for more or less complete study of offenders by experts in the psychology of crime.

"Among these places are Chicago, Cincinnati, Seattle, St. Louis, Philadelphia, and Boston. Rochester, N.Y., has made an appropriation of \$5,500 for such a laboratory as a community investment, and the work is about to be organized. Wherever such provision has been made the saving to the community in dollars and cents has been demonstrated, to say nothing of the better understanding of crime and the increased protection to society.

"It is interesting to note that certain public-spirited citizens of Boston have raised a fund of \$150,000 to establish such a laboratory in connection with the Boston Juvenile Court, and Dr. Healy has been called from Chicago to organize and direct the work.

"The proposition, then, may be simply stated thus: Every city of 100,000 population or more should have access to a psychopathic laboratory as a community institution. In less densely populated sections these laboratories might well be established as county institutions, available to the county criminal court and the police and juvenile courts and the school and charity officials of the county and cities thereof. Such laboratory should be available particularly to the schools and the juvenile court, where crime is seen in its kindergarten stage. We offer no panacea for crime. The causes for crime are too complex to be explained upon any one ground. A question, however, that is frequently asked is, 'What information does the court obtain through the work of the psychopathic laboratory in connection with juvenile or criminal court cases?' Briefly, let me sum up the information that is obtained:

"1. A report of the accused's physical condition.

"2. An expert inquiry into the sanity of the accused.

"3. An expert analysis of the mentality and moral development of the accused.

"4. A careful report on the educational ability, family history, heredity, and environment handicaps, together with an accurate report of the industrial and social history of the offender."

(d) From the Report of the Psychopathic Laboratory of the Municipal Court of Chicago, May 1, 1914, to April 30, 1917. Dr. Wm. J. Hickson, Director.

"The attitude of the bar has been that the judges, prosecuting and other attorneys were there only to carry out the law and had no part in the securing of new and better laws, to get at the bottom of things, but assigned that duty to the people and their legislators, claiming they were the ones who were responsible for the laws, and the legal fraternity only for their fulfilment. Theoretically, there may be some justification of this attitude, but practically there is none, for in these days of complex life, when specialization is a matter of necessity, what can the layman know of the whys and wherefores of criminology, and logically, the legal fraternity are the ones who are most familiar with the situation and the ones we must turn to for initiative and advice in the field. A similar attitude in regard to disease was rife to a small extent at one time in the medical profession, many of the doctors maintaining they were there only to treat disease, and did not concern themselves with the problem of trying to get at the root of the evil and eliminate it. When the idea of preventive medicine began to be practised, more progress was made in a decade towards eliminating disease and suffering and prolonging life in years as well as usefulness and comfort, than in fifty years under the unscientific regime. Medicine is getting to be more and more like the law in respect to its being taken over as one of the functions of the State, but this movement, in contrast with that of the law, has tended towards developing the scientific side, the preventive side, of medicine as much as any other single factor. We all know what the State has done for the encouragement and development of science in general in some other countries. There is no reason why we cannot have the State develop its scientific administration of the law as it is doing in medicine, to go to the root of things in order that intelligent treatment may be undertaken, looking towards a successful solution of the problem. There will be minds too settled by age, natural and premature, to assimilate this new movement, yet we must not let their age weigh as heavily on us as it does on them. The medical profession, for instance, had such inertia to overcome with practically every great discovery and advance.

"We feel that there is just as great a moral obligation resting on the law in regard to research into the causes and prevention of crime as there is on the medical

profession in regard to research into the causes and prevention of disease. The fact that two per cent. of the general population are criminals is highly significant, for it means to those familiar with psychological and sociological statistics that we are dealing here with a highly specialized, isolated group of individuals, which of itself should have awakened our curiosity and called for careful investigation. If the percentage has been, say, 50 or 60 per cent., it would lose such significance, as then it would be approaching a more general, average condition. The fact also that about two per cent. of the general population have been estimated to be defective is more than a coincidence. We should honour and respect the laws and we should honour and respect our parents, but it is so much more consistent when they command rather than simply demand this."

(6) DELINQUENCY—STATISTICS FROM GAOLS, ETC.

Much interest attaches to the investigations made in gaols and penitentiaries and also among delinquents generally to ascertain the number of feeble-minded who are incarcerated and to trace the connection between their condition and crime.

In these investigations it has been shown that a condition, which we in Ontario deplore, is not confined to this Province, but exists even where great attempts are made to control it. I refer to the fact that gaols are the only place where, in default of other needed provision, insanity and feeble-mindedness are, or can be, stowed away for the time being, until an opening is found for them in an asylum or in the Orillia institution. An equally important fact, and one which is more permanent and far-reaching, is that the criminals are, when studied by psychiatric tests, found to present a startling percentage of feeble-minded, who are bound to return again and again to prison when discharged after their term expires.

Dr. V. V. Anderson, Medical-Director of the Boston Municipal Court, estimates that although but ten per cent. of offenders are feeble-minded, they are responsible for fifty per cent. of the crime. The percentage as given by other authorities is much higher. Dr. Little, of Letchworth, N.Y., puts the percentage of feeble-minded among criminals as twenty-nine per cent., and Miss Lundberg, U.S. Department of Labour, at thirty-five per cent.

These facts point to two conclusions, one, that preventive methods would have saved the bulk of individual prisoners from a life of crime, and the other that the gaols are annually, and without any apparent check, returning to the community those who are known to be a menace and sure to commit offences against the community which will bring them again within prison walls.

The lack of preventive care on the one hand, and the want of plain common sense on the other, indicate two things which demand a remedy if the public are not to suffer in pocket and in security. It would seem to need only a statement of these facts, thoroughly supported as they are by scientific study and practical experience, to demonstrate the crying need for better methods and more enlightened treatment. I earnestly desire that the following very clear exposition of the conditions found in Sing Sing Prison and elsewhere, should be carefully studied, as well as the statement in the evidence of Dr. Bernard Glueck, submitted herewith, in which he supplements what is quoted from the report of his committee.

Dr. Bernard Glueck, Director of the Psychiatric Clinic at Sing Sing Prison, and now in the School of Philanthropy in New York City, was detailed to make a study of the subject, and in his first report of the Psychiatric Clinic in collaboration with Sing Sing Prison, for the nine months ending April 30, 1917, the following particulars are given:

"To those who have given serious thought to the problem of criminal behaviour, there should, of course, be no doubt as to the part psychiatry ought to play in the field of criminology, but if a need is still felt for the outlining of reasons why criminology should seek in psychiatry an aid toward the definition and administration of its problem, the following rather significant facts might be offered for contemplation:

"1. Of 608 adult prisoners studied by psychiatric methods out of an uninterrupted series of 683 admitted to Sing Sing Prison within a period of nine months, 66.8 per cent. were not merely prisoners, but individuals who had shown throughout life a tendency to behave in a manner at variance with the behaviour of the average normal person, and this deviation from normal behaviour had repeatedly manifested itself in a criminal act.

"2. Of the same series of 608 cases, 59 per cent. were classifiable in terms of deviations from average normal mental health.

"3. Of the same series of cases, 28.1 per cent. possess a degree of intelligence equivalent to that of the average American child of twelve years or under; of the ninety-eight native-born defectives, 80.6 per cent. were recidivists (a recidivist is an individual who, in addition to his present term of imprisonment, has served one or more previous sentences in penal reformatory institutions) in crime, whose average number of sentences to penal or reformatory institutions was 3.5; and 85.7 per cent of the group will have been returned again into the general community within a period of five years.

"4. Of the 608 cases, 18.9 per cent. were constitutionally inferior, or psychopathic, to so pronounced a degree as to have rendered extremely difficult, if not impossible, adaptation to the ordinary requirements of life in modern society. This lack of capacity for adjustment is reflected, on the one hand, in the fact that of the ninety-one native-born in this group, 86.7 per cent. were recidivists in crime, whose average number of sentences to penal or reformatory institutions was 3.9, and, on the other hand, in the fact that a very significant number of them have been total economic failures thus far. Furthermore, 82.4 per cent. of these cases will have been discharged again into the general community within a period of five years.

"5. Of the 608 cases, 12 per cent. were found to be suffering from distinct mental diseases or deteriorations, in a considerable number of whom the mental disease was directly or indirectly responsible for the anti-social activities.

"The above cited facts strongly support the opinion that one is dealing here with a highly selected and highly specialized group of human beings. But we might add that according to an estimate made for us by the Federal Bureau of the Census, the 683 cases admitted to Sing Sing within the specified nine months constituted but .029 per cent. of the total male population of over sixteen years of age of the counties from which Sing Sing derives its prisoners—683 out of 2,343,087.

"It should be obvious from the foregoing that it would be futile to expect any uniform machinery, no matter how perfect such might be, to be equally applicable to all of the individuals embraced within this group of 608 cases, and that a more hopeful solution of the problem might be expected from a more intensive individualization in the administration of it. To the student of behaviour, a knowledge of the individual back of a given act is considered absolutely essential if a clear understanding of the nature of behaviour is to be had. *Nevertheless one cannot escape the conviction that as far as the administration of the problem of crime is concerned, the man back of the act is largely lost sight of, and what is actually administered is the criminal act and not the criminal. Intimate contact with the problem of crime inevitably leads to the opinion that every agency concerned in the administration of*

this problem sees in its own work an end in itself, and seems to lose sight of the common goal or end, toward which all should be striving, namely, the readjustment of that badly adjusted individual, the criminal.

"That this cannot be expected to be otherwise under the prevailing attitude of the average community toward its problem of crime must be obvious to any one who takes the trouble to look into the situation more closely. Just as long as a community will judge the efficiency of its police officers, its prosecuting attorneys, and its judiciary by the volume of crime they are able to detect and punish, rather than by the extent to which they succeed in preventing crime, an unnecessarily large number of what might be termed provoked crimes must be the result."

The Defective Group.

"Of the 608 cases studied, 171, or 28.1 per cent., were diagnosed as intellectually defective. In arriving at the diagnosis of mental deficiency, the current psychometric methods in vogue were employed; more specifically, the Yerkes-Bridges Point Scale, the Terman Revision of the Binet-Simon Tests, and a number of the Healy Construction Tests. But while we have recognized both the convenience and usefulness for comparative purposes in defining the mentality of these cases in terms of mental age, it will be seen that considerable dependence was placed, in arriving at the final diagnosis, on the individual's life career and on his ability, or lack of ability, to adapt himself to the various demands made upon him.

"The diagnosis of mental deficiency, therefore, as herein set forth, does not rest solely on the laboratory findings, but in addition, takes into account the actual capacity for adaptation which each individual manifested in his past life.

"It will be seen later, that the majority of these cases had shown throughout life certain definite traits which would have justified their being considered at least as representing a special problem to society. *That failure to recognize this special problem at more than one point in the individual careers of these cases has contributed to a very large extent toward the fact that they are still at present far from being properly adjusted, cannot be doubted. This criticism should, perhaps, apply especially to that highly developed social agency—the public school—inasmuch as in a great number of instances distinct pathological traits were manifested by these individuals during their school careers.*

"A more detailed and intimate study of the problem of mental deficiency as related to crime, and one which naturally cannot be resorted to here, will aim to determine, if possible, what particular traits in a defective are especially responsible for his anti-social tendencies, and what errors in procedure, on the part of society during the early life of these men, may have played a part toward making them what they are.

"There can be no escape from the conviction that no matter how great the urgency might be for doing everything possible to readjust the adult offender at the time of his contact with a state prison, not much success can be hoped for in a great many instances at this advanced stage of maladjustment. *The time for an active effort on behalf of these people is, in the majority of instances, in the past, and if it is true that no opportunity can be had in many cases to apply readjustive measures before they reach the public school, there can be scant excuse for ignoring this serious problem during their contact with the public school.* One cannot over-emphasize this point after a perusal of the life histories of these cases, as the impression is frequently gained that a different career would have resulted had there been a more intelligent appreciation of the problem in the past."

Age of First Commitment.

“ In those in whom this could be determined, the age of first commitment to a penal or reformatory institution was as follows:

At the age of	Number.	At the age of	Number.
7	1	18	3
9	1	19	8
10	3	20	3
11	3	21	3
12	3	22	1
13	2	23	1
14	5	24	3
15	2	25	2
16	6	30	1
17	4	32	1

“ Thus it will be seen that in forty-seven cases of those in whom this point could be determined, the first arrest took place before the inmate had passed his twenty-first year of life. Of the seventy-nine cases, forty-six, or 58.2 per cent., had been confined on one or more occasions in a juvenile reformatory institution. Of these, thirty-one were at one time inmates of the State Reformatory at Elmira. This institution is singled out because we have been particularly struck with the remarkable degree of accuracy of prognosis that its records indicate. In practically every instance, the fact that the individual was very likely to continue to be anti-social, was emphasized in the case record. What a serious indictment of procedure is to be seen in this total indifference to predictions based upon scientific investigation.

“ *There is no reason to believe that Sing Sing is unique in respect to the number of recidivists that it harbours (66.8 per cent. of its total population). Nevertheless, it finds it mandatory to return to the general community within a period of five years, 85.7 per cent. of a group of prisoners, of whom 80.6 per cent. are recidivists with an average record of 3.5 sentences.* Because of the importance of the manner in which the prisoner has been handled before coming to prison, in any attempt to estimate his chances of reformation, it is very desirable that the agitation which one meets on all sides for reform in this important social problem should occupy itself with the agencies which handle the prisoner before his arrival in prison, as much as it concerns itself at present with prison reform.”

In a paper read at the Conference on Feeble-mindedness of the Massachusetts Society for Mental Hygiene, Boston, December 14, 1916, on Feeble-mindedness as Seen in Court, by V. V. Anderson, M.D., Psychiatrist, Boston Municipal Court, he says:

“The feeble-minded form the most important single group of which our courts need to take cognizance. They furnish a substantial nucleus for that most expensive body of individuals who clog the machinery of justice, who spend their lives in and out of penal institutions, and who furnish data for the astonishing facts of recidivism which served to awaken our social consciences to the need of more adequate treatment under the law for repeated offenders.

“The duty of criminal law is the protection of society from anti-social acts. In this capacity the court stands as one of the greatest bulwarks of society in insuring social welfare. Thousands of the individuals who are yearly arraigned charged with various offences are deterred from further anti-social conduct. These offenders profit by the lessons learned from arrest and detention, judicial reprimand.

mand, short term sentences or probationary treatment. They are particularly benefited by probation, for this instrument for dealing with the delinquent is literally working wonders when used in accordance with scientific methods. As one prominent prison official has put it, 'Probation is fast breaking down prison walls.' There remains, nevertheless, a very well defined group of offenders who do not profit by the usual methods, who fail to respond properly to any form of treatment, who after being released from prison very quickly find themselves again in court, who are usually surrendered when placed on probation, if they are not from the first placed in 'inside probation'—that is, within homes and institutions not penal in character—who seem totally unable to adapt themselves to society's laws and customs and thus are arrested over and over again. The success of probation in dealing with other offenders has simply served to render more prominent the group made up of such individuals.

"An examination of this class indicates that in from 25 per cent. to 40 per cent. of cases we are in reality dealing with feeble-mindedness. In studying a group of one thousand offenders all of whom presented difficult problems and were selected by the court and probation officer as needing mental examinations, I found 36 per cent. to be feeble-minded. Let this not be understood as representing the percentage of feeble-mindedness among offenders in general. This study, like other studies coming from penal institutions, was made in a selected group, for under our present system all of those believed to be capable of reformation under probation are given the opportunity which probation affords. In consequence we find a much larger percentage of dull and incapable individuals among those placed on probation and, as a matter of course, a larger percentage of feeble-mindedness. Such studies are to be interpreted as showing conditions that exist only in the group investigated. If 25, or 35, or 40 per cent. of selected and difficult cases among repeated offenders in court or among inmates of penal institutions are found to be feeble-minded, it must not be assumed that the same proportion of all offenders will be found feeble-minded to any such degree."

In the First Annual Report of the New York Committee on Feeble-mindedness, October 1, 1917, appears the following:

"The results of numerous surveys reveal large percentages of feeble-minded in prisons, gaols and reformatories. Conservative figures show 20 to 30 per cent. of the inmates of correctional institutions to be mentally defective, while the studies of habitual offenders show that nearly one-half of all crimes can be laid at the door of feeble-mindedness. In the words of Dr. Walter E. Fernald, 'The problem of the mental defective in the home, the school, the street, the police court, the gaol, the brothel, the pauper asylum, constitutes one of the great sociological and economic questions of modern times.'

"In five institutions for their care New York State provides for one out of every six who are feeble-minded or epileptic (feeble-minded in the vast majority of cases.) The remaining five, uncared for and unprotected, are a source of constant expense to the taxpayers, causing crime, poverty, disease and degradation. Of course, not every feeble-minded person requires institutional care, but generally speaking, the mentally defective should either be cared for in institutions or placed under some sort of supervision in the community, best secured through institutional agencies."

Another consideration is pointed out by L. W. Crafts and E. A. Doll, of the Training School, Vineland, N.J., in an article published by them in May, 1917, on "Delinquency of the Feeble-minded":

“One of the most conspicuous evidences of the intellectual and social characteristics of feeble-minded children is their habitual and often serious delinquency. Any unselected group of such children compared with a corresponding group of normal children will show a much greater extent of delinquency, both in regard to the number of individuals and in the serious and recidivistic nature of their offenses. This fact has been so many times discussed and demonstrated that it needs no substantiation here. Its cause lies, obviously, in the innate mental weaknesses of the feeble-minded, their lack of judgment, foresight, will, and inhibitions. Feeble-minded juveniles everywhere represent either actual or potential delinquents. Consequently, it will be found that the extent and seriousness of misdemeanors and crimes committed by mental defectives are out of all proportion to their numerical strength in the population as a whole. This produces an expectedly excessive proportion of feeble-minded persons among juvenile delinquents. It is basic to the existence and significance of the entire problem, and is the direct result of those inherent physical, moral, and intellectual defects already mentioned.”

In the *Journal of Delinquency*, January, 1918, a study of fifty feeble-minded prostitutes is related by Mary E. Paddon, Director of Field Work, New York Magdalen Home:

“In approaching the problem of prostitution and mental deficiency, there is nothing to add to the numerous attempts already made to estimate the number of prostitutes who are feeble-minded. A table was given in the June, 1915, issue of *Social Hygiene*, in which the percentage of feeble-minded women among groups of prostitutes examined, varied from 29 to 97 per cent. Unless a census could be made of all prostitutes, clandestine and professional, and all of these women put through mental tests, it seems impossible to judge correctly as to a percentage. The groups tested were women who had been arrested. Is it not reasonable to believe that the more mentally alert among these women will stand the least chance of detection and arrest? The very lack of initiative and judgment which may be partly, if not largely responsible for the occupation of the woman, would bring her into the hands of the law, and ultimately into a court or an institution where she could be investigated and tabulated. The proportion for several institutions is given in Table (1).

TABLE (1).

The proportion of feeble-minded among prostitutes examined at several institutions. Total, 1,825 cases.

Reported By.	Number Examined.	Per cent. F. M.
State Board of Charities and Corrections, Va.	120	83.3
Chicago Morals Court	639	62.0
Chicago Morals Court (2nd Group)	126	85.5
Illinois Training School for Girls	104	97.0
Massachusetts Vice Commission	300	51.0
Massachusetts State Women's Reformatory	243	49.0
New York State Reformatory for Women	193	29.8
Bureau of Social Hygiene	100	29.0

“In studying the cases of fifty girls and women, all of them self-confessed or court-considered in which the personal and family history has been sufficiently well known to be of real assistance in diagnosis, twenty-eight, or more than half of these women, have shown themselves amenable to good influences while in confinement, so that it makes one realize how different their lives might have been and what a different part they might have played in society, had their deficiency been recognized

at an early age, and the girls confined in a colony where they could have performed some simple tasks which would have paid at least part of their keep, instead of putting the public to the expense of arresting them one or more times, trying and committing them, and after having cared for them in hospitals during their confinement, caring for their illegitimate children, who are more than apt to repeat their mother's records."

Appendices B and C will be found to deal with this among other things.

I have already given in the earlier part of this report the statistics from the correctional institutions of Ontario, which are quite in line with what is found elsewhere.

(7) SUPERVISION.

The possibility of adequate supervision for the feeble-minded who are not actively anti-social, but can find some place in the community, is of first-rate importance.

There may be said to be two outstanding characteristics in the make-up of the mentally defective, and these are (1) inability to assume responsibility or to sustain continuous effort involving mental strain, and (2) ability to learn and become proficient in certain industrial trades or manual labour. Education as ordinarily understood should have no place in any practical scheme of training the feeble-minded, as experience has shown that it is through the manual method alone that it is possible to bring them to such a level of intelligence as will enable them to become usefully employed.

It is easy to see how necessary therefore it is, if the second of these characteristics is to have scope, that the initial disability should be carefully provided for.

Given congenial work under proper guidance and with those who can direct and govern, and suitable environment, it will be found that a very considerable number of mental defectives can be made happy and self-supporting and an advantage instead of a menace to their relatives and friends and to the community in general.

Experiments have been and are being carried out in this direction, and with very hopeful results. It is true that there are failures, perhaps greater in number than the more sanguine advocates of such a method of treatment would like. But even if that is admitted, the fact still remains that many are practically saved from a life which would otherwise degenerate into crime, and made comparatively useful members of society. The plan adopted by Dr. Bernstein, of Rome, N.Y., is perhaps the most important both as respects numbers and variety. It is regarded with approval by some and with doubt by others. In his evidence before me there will be found much information and encouragement. His plan requires constant supervision, and it is pertinent to call attention to the size of the city near which he carries it on. The difficulties would be somewhat increased in a larger city. I have given below an extract from an article by him which sets out his many activities.

I also append some accounts by others who are engaged in this part of the problem of care, which will illustrate the advantages to be derived from the methods they advocate and the results which they produce. They are of prime importance because, before any effort is made towards systematic supervision, it must be made clear, not only that it ought to be provided, but that, if undertaken, success in greater or less volume will follow it. I am particularly anxious to give as much information as is available upon this point, as it is one which is still in

debate among competent observers. I myself cannot avoid the conclusion that in a matter where the personality and environment of the defective and the shrewdness and assiduity of the supervisors and their system must each be taken into account in determining success or failure in each individual case, it is very hard to dogmatize or to generalize with absolute accuracy. But as the care of the feeble-minded is progressive, and its experimental tests have consistently thrown light ahead, the experiences which follow indicate that a very hopeful outlook is presented wherever early diagnosis and intelligent care combine to help the mental defective along the most difficult part of his pathway in life.

Those that I have found particularly interesting and instructive I now give:—

From "The Type of Feeble-Minded who can be Cared for in the Community."

By George L. Wallace, Superintendent, Wrentham State School, Massachusetts.

"A few years ago the probation system, of which this state can now be justly proud, was unheard of. During this last year Massachusetts has placed on probation more than 28,000 people. That is, has permitted this number of individuals to lead comparatively normal lives in the community at a great financial saving to the state, to say nothing of the saving in self-respect to the individual, the family and the community, for the present and for the future.

"In considering what class of feeble-minded individuals may safely remain in the community, it is of more importance to study what communities are safe for the feeble-minded. Most communities have certain conditions that make them unsafe for any unsupervised feeble-minded person. Much more depends on the community than on the individual. All feeble-minded persons depend on others for either their proper or improper social reactions. No feeble-minded person has good judgment or can properly adjust himself to his environment. He is dependent on others to properly order his course for him. The majority of the feeble-minded are not vicious, but are simply drifters—easily influenced for good or evil. It is, therefore, impossible to pick out a feeble-minded person and say that he will do well in a community, for his reactions will depend upon the influence to which he is subjected, and the only safe prediction that can be made for his welfare must be based upon knowledge that he will receive proper supervision.

"Without special training the feeble-minded person cannot learn to perform the ordinary duties that the normal child naturally picks up, and, for this reason, we find in the community large numbers of feeble-minded persons who cannot perform satisfactorily the simplest activities. After he has tried this job and that, only to find that he is a failure, is it any wonder that he becomes a serious social problem? How many normal people could continue to react normally in the community if they were robbed of the great opportunity of industry?

"With the spread of knowledge of the feeble-minded problem there has been a great demand for increased provision by the school systems for special classes. These classes are becoming powerful factors in the solution of this problem. The teachers for these classes are selected for superior ability. Their remuneration is greater than that of teachers of the ordinary grades, thus giving permanency to their work, making it possible for a teacher to have the same group of children under observation for a period of years. *These classes, all under the general supervision of a trained supervisor, and under medical supervision that is provided, make a most excellent organization for caring for the defective children in the community.* They are giving these children the advantage of education such as is provided in an institution, with the advantage also of receiving home care. They are also

extending their activities in some degree beyond the school by assisting these boys and girls in securing positions and, in some cases, carrying supervision to them in their work. *These classes also provide a splendid opportunity for the study of social reactions of these children in the community, a side of the work that it is impossible for the institution to perform.* The supervisor of these classes thus has the opportunity to arrive at a fair conclusion as to what children should have institutional care, and what children have fair chances for leading harmless and, possibly, useful lives in the community.

“With the extension of this movement for special classes until every school system of any size has sufficient number to accommodate all children with mental defect, it would seem that the larger number of children with ordinary mental defect could be safely protected and educated in the community. It is, however, with the advent of mature life that the more difficult problems of dealing with the feeble-minded in the community arise. The adult feeble-minded are more difficult to control than the children, due to the more complex social relations into which they are thrown, but chiefly to the failure of the community to disassociate age and responsibility and make proper provision for the supervision of the irresponsible.

“At the present time we are touching the problem only in spots. We are training and caring for the children in the special classes to a certain age and then turning them out into the community—large numbers to become social problems because they have no longer intelligent supervision. There are already hundreds of social problems of feeble-minded who need institutional care but for whom there is no provision. There is no doubt that many of these problems could be prevented if there were room in the institutions where some of the children leaving the special classes could be placed for a time and thus supplement the work of the special classes by tiding these children over, perhaps, an especially critical period in their lives, and, while doing this, teaching them a useful occupation and placing them later in the community and still carrying to them the supervision they need.

“If it is necessary to make special provision and select a special group of teachers to supervise and educate the feeble-minded children, it is even more essential to make a special provision for the supervision of the adult feeble-minded population in the community.

“In closing I can only say that the number of feeble-minded that can safely be cared for in the community is in direct ratio to the supervision that the community is willing to provide, and I believe this could be most easily effected through the extension of the authority and activities of our commission on mental diseases.”

From “Some of the Limitations of the Plan for Segregation of the Feeble-Minded,” by Walter E. Fernald, M.D., Superintendent, Massachusetts School for the Feeble-minded, Waverley, Mass., May, 1918:—

“Institutional segregation of uncared-for feeble-minded persons of the hereditary group during the child-bearing period is probably the most potent plan for reducing the number of feeble-minded in succeeding generations. Theoretically, institutional provision for the feeble-minded is largely for the purpose of permanent segregation, to prevent the perpetuation of feeble-minded stock. In practice, however, the majority of persons are sent or committed to institutions for the feeble-minded because they have become troublesome members of the community, or because their care entails much difficulty, under home conditions, with the eugenic considerations quite secondary. In other words, the anti-social and lawless be-

haviour of the untrained feeble-minded is the principal reason for his commitment to the institution.

"The cost of segregation will always be an obstacle to its application. The ratio of three per thousand would mean about 12,000 feeble-minded persons for Massachusetts alone. At the rate of \$1,000 per person for housing, and \$200 for annual maintenance, the cost of complete segregation would be great, and probably not feasible for many years.

"But, as has been shown, the state will never be called upon to care for this vast number in institutions. Many cases will never need segregation—small children, persons properly cared for at home, with or without supervision, many adult males and adult females past the active sexual period, and many of the non-hereditary cases who cannot transmit their defect.

"Future scientific study of the feeble-minded will still further reduce the proportion requiring permanent segregation. The proven hereditary origin of so many cases of feeble-mindedness is, of course, the principal reason for wholesale segregation.

"We who live with the feeble-minded know that, while some of them are criminalistic and anti-social from early childhood, there are many others who are uniformly sweet-tempered, honest and well-behaved. It is obviously not true that the majority of feeble-minded women bear illegitimate children.

"When the generic feeble-minded practically included only idiots and imbeciles, it was correct to say that no feeble-minded person could become self-supporting. Now that we include the infinite variations of moronity among the feeble-minded, that statement is no longer correct, especially when we consider the great change in the market for unskilled or low-grade labour, caused by the war, and the diminution in the number of immigrants now coming into the country. Defectives who could not have obtained or kept a situation in the past are now eagerly employed at good wages. One mother explained that her son was now doing well at home 'because he is now earning \$11 per week, and we now look after him and go to the movies with him, and keep him out of bad company.' In other words, he is now an asset instead of a liability, and so there is an incentive for keeping him out of trouble. Is not this a suggestion worthy of being applied on a larger scale? The great emphasis now put upon the industrial and vocational training of the feeble-minded has undoubtedly had an influence in making their labour of intrinsic value.

"These facts, throwing new light upon the problem of feeble-mindedness, have been illustrated by several recent reports as to the behaviour in the community of feeble-minded persons, pupils who have been trained in the public school special classes and as former inmates of institutions for the feeble-minded; so far, such reports consist of Miss Cheney's study of the former pupils of the Springfield special classes, Miss Farrell's report of the former pupils of the New York special classes, of the defectives placed out at work by Dr. Bernstein at the Rome Institution, and the study of the inmates discharged from the Massachusetts School for the Feeble-minded for a period of twenty-five years. *These studies apparently show that many feeble-minded persons who have received careful training and education during childhood and early adolescence become harmless and useful members of the community under proper conditions. Many of these people are working steadily and are earning good wages. Many of them have, so far shown no immoral or anti-social tendencies. Indeed, the comparative absence of criminality and immorality records in these surveys is notable. The selection of individuals whose disposition and tendencies are suitable is probably of great importance.*

"Those persons who have friends able to properly control and advise them are much more likely to succeed. Indeed, one of the great opportunities of the special class teacher and the institution is to educate the parents and friends as to the amount of oversight and supervision needed by these feeble folk, even when they reach adult life. The pupils in the special classes come from better families than does the average institution child. The defective with a 'black' chart is more likely to go to the institution than to the special class.

"The success of these people shows that we have not been quite fair in arbitrarily deciding that every feeble-minded person must be permanently deprived of his liberty, without careful study of all the circumstances in each case. To admit this does not change the fact that in the majority of cases, with our present knowledge, the best way to protect the neglected feeble-minded person himself, and to prevent procreation, is under institution care. It does make the situation more hopeful. The moron is not an institution problem only. We find a certain limited number of feeble-minded children who, by their amenability to training and their temperamental fitness, deserve a chance in the community. Their training schools or institutions fit them for this chance by drilling them into habits of orderliness, obedience, and industry. This problem is essentially that of the moron, and the moron problem is not a static one. The border-line between normality and sub-normality fluctuates with the race, its development, handicaps, social and economic ideals and necessities. If half our men are killed or maimed in the war, the remnant assume a new importance eugenically, economically, socially. The more valuable we make these people economically, the greater incentive to their friends and the community to safeguard and protect them. As Dr. Wallace so aptly says: 'It is not that many of the feeble-minded are not fit for the community, but that the community is not fit for the feeble-minded.' The fluctuating state of society to-day can do no less than give the man or woman, even of little intelligence, who can do a necessary part of the routine work which is a necessity, a right chance to make good. Precautions and legislation may be necessary; they become a matter of course."

At an earlier date Dr. Fernald gave the percentage of success reported by some of the institutions where only the brightest class of imbeciles was received and where the industrial training was very carefully carried out, as from 20 per cent. to 30 per cent. of the pupils discharged as self-supporting. In other institutions, where the lower grade cases were received, the percentage was considerably lower. His then conclusion was that "it is safe to say that not over 10 per cent. to 15 per cent. of our inmates can be made self-supporting in the sense of going out into the community, securing and retaining a situation, and prudently spending their earnings."

From "The Rehabilitation in the Community of Patients Paroled from Institutions for the Insane," by Samuel N. Clark, M.D., Chicago, Ill.:—

"It would be useless to try to specify the type of work all cases should do, hours of employment, home conditions, recreation, etc., which are most favourable for all paroled cases. Each case must be treated as a problem distinct from all others, but the general principles outlined should be kept in mind. The criterion to be used in the estimation of the suitability of a given situation is whether the accomplishments of the individual keep pace with his aims. In so far as can be done by the prescription of certain occupation and recreation, and by regulation and stimuli in the matter of home conditions, one should try to make the aims of the patient as broad as seems consistent with his continued welfare. This done,

he should be watched closely to see if the aims are realized, and if not, steps should be taken to simplify them. By 'aim' is meant here not simply desire, but the actual assumption of responsibility for certain definite results. A homely illustration may make this somewhat abstract thought clear. If a man desires a fortune, but feels no obligation in obtaining it, failure to gratify the desire is not apt to result in mental upset. If he feels obliged to gain a fortune and succeeds, the aim leads to no difficulties; but if, instead of success, he meets with failure, the inability to react adequately to the aim necessitates a readjustment. In one given to subterfuge, or in whom unusual oscillations of mood are apt to occur in ordinary situations, such readjustments as those just mentioned are likely to lead to mental disorder. They are the especial stresses of life.

"Finally there is the question of control of the patient. The solution of this problem will be aided by an understanding between the staff members of the state hospital and the patient, that the parole of the latter will be granted with the understanding that he will visit the out-patient department and abide by the advice tendered there in regard to occupation, etc. This understanding will give the out-patient department a lever with which to gain access into the life of the patient. Such hold is a very poor substitute for real understanding, which should be established as rapidly as may be. It is only when a sympathetic contact is accomplished that the stage is reached where advice may be given and accepted which actually results in alteration of viewpoint on the part of the patient. And that is the highest goal of therapy of most of our recoverable insane cases; to aid the patient in arriving at an understanding of his limitations, so that he will attempt only the activities to which he may react safely and continuously."

From the Report of the New York Probation Association, 1912:—

"The New York Probation Association aims not only to improve the probation system in the courts and to raise the standard of probation work, but to assist in other ways in the reformation of offenders and the prevention of crime. These objects have given scope for broad educational, preventive and reformatory work, which has been carried on this year with increased effectiveness. Through its educational work, the New York Probation Association is helping to bring about a different attitude on the part of society toward the women who offend, and to present facts with regard to existing conditions in such a way that society may recognize that it has a still greater responsibility for the moral welfare of its youth. Protective work has been increased, protective officers assigned to work in different districts in the city, and large groups of working girls organized into protective leagues to aid in the moral protection of other girls.

"We have made progress in the method of dealing with girls who have erred and those who are in great moral danger, by seeking to discover more fully both the mental and physical difficulties and moral needs of the girls as a basis for treatment, by finding positions in the kind of work which they are best fitted to do; in short, by more fully understanding the needs of the individual and helping according to those needs.

"Waverley House (in New York City) is a temporary home and clearing house for girls, and not a reformatory or so-called 'rescue home,' where girls remain one or two years. We aim to place the girls as soon as possible after we have discovered their individual needs and reached a decision as to the best means of helping them. In this way we endeavour to reduce the number of girls by making decisions as soon as we can, and a large number of girls at Waverley House

at any one time indicates failure on our part to make these decisions. Then, too, the smaller the group, the more personal work can be done, and the more valuable for the individual girl is the time spent in the house. While girls remain in Waverley House, we have opportunity to discover their needs, their weaknesses, and their source of strength, and, as a result, are far better able to help them find their places in society, or, in the event that they are not fitted for that, the right kind of institutional care."

From "Mentally Deficient Children, Their Treatment and Training," by G. E. Shuttleworth, B.A., M.D., Eng., etc. (1916):—

"The pessimism of the early part of the nineteenth century has fortunately been put out of course by the results obtained. Nearly every case is amenable to training, and capable of improving to a certain extent, with the result of rendering existence healthier and happier, and less burdensome to others. A considerable proportion can be 'taught to conform to moral and social law, and rendered capable of order,' (E. Seguin, *Idiocy and its Treatment by the Physiological Method*, New York, 1866.) and many 'become capable of the ordinary transactions of life under friendly control, of understanding moral and social abstractions.'

"The experience of institutions for training youthful defectives both in this country and in America goes to confirm the accuracy of Seguin's prognostications. The statistics of the Royal Albert Asylum, Lancaster, gathered by Dr. Shuttleworth in 1890, with regard to the after-career of pupils discharged on completion of their seven years' training, showed that 10 per cent. were, or had been, earning wages; that 5 per cent. were remuneratively employed at home; and that 3.5 per cent. in addition, were capable of earning wages if suitable situations could be found for them. About 22 per cent. were reported to be more or less useful to their friends at home, while another 22 per cent. were said to be of little or no use; 29 per cent. had gravitated to workhouses and lunatic asylums; the remainder (8.5 per cent.) had died. In the Jubilee Report of the Royal Albert Institution (1914) it is stated that 10 per cent. of the patients discharged (from an aggregate of 3,433 who had been under training) had been rendered self-supporting, while not less than 82 per cent. had shown evidence of noticeable improvement. A case is cited of a boy earning 37s. a week 'at a great dye works near Leeds, and has never lost a day's work, except on the occasion of a strike, with which he had nothing to do.' It must not, however, be imagined that even the best of the above were in all respects equal to persons of average intelligence. Some residual peculiarity usually remains to handicap the feeble-minded in the race of life.

"It is not, indeed, to be expected that without some form of tutelage even the trained defective can hold his own in the outside world, and in the majority of cases it may be appropriately said:

'Tis not enough to help the feeble up,
But to support him after.

'There is no doubt, however, that such support is rendered infinitely easier by methodical training, and the burden to the friends much lighter.

"Before quoting further figures, it is necessary to explain that those of different institutions and societies can scarcely be compared; so much depends on the grade and type of mental defect selected. Till the passing of the Mental Deficiency Act, 1913, we had no generally accepted definitions, far less any universal standard.

Under these circumstances statistics are chiefly of value as showing the possibilities and limitations.

"The necessity for after-care has been established on *a priori* grounds; it is interesting to see the results. For this purpose we will take the records of the Birmingham After-care (Education) Committee, which was the first to undertake this work. Founded in 1901 by Mrs. Hume Pinsent, it is now able to formulate fourteen years' experience. The last annual report (dated June 25, 1915) states that, of the 1,436 cases (876 males, 560 females) observed:

"Four hundred and ninety-five are doing remunerative work; of these, 415 are earning wages which average 10s. 2d. per week. 279 are males, earning from 1s. 6d. to 35s. per week (average 11s. 7d.); and 136 are females earning from 3s. to 20s. per week (average 7s. 5d.). 59 youths are soldiers. 18 girls are employed from home in domestic work. 13 (8 m., 5 f.) work with their relations at home in simple trades, without wages. 126 (47 m., 79 f.) were dismissed from special schools as incapable, through physical or mental disability. 121 (76 m., 45 f.) have been transferred to ordinary schools. 5 (4m., 1 f.) have been transferred to schools for the deaf; 1 (m.) to an open-air school; 1 (m.) to a private school; 7 (3 m., 4 f.) removed to special schools for mental defectives; 81 (42 m., 39 f.) are in workhouses; 138 (76 m., 62 f.) are in other institutions, including 91 (54 m., 37 f.) in the Monyhull Colony, and 17 in lunatic asylums. 52 (31 m., 21 f.) have died; and 337 (213 m., 124 f.) lost sight of.

"The Committee have frequently stated in their reports that for a large percentage of the feeble-minded permanent supervision is necessary for the following reasons:

- "1. To enable them to contribute to their own support.
- "2. To save them from harsh treatment at home and in the streets.
- "3. To prevent their becoming drunkards, criminals and prostitutes.
- "4. To prevent their giving birth to children who can only grow up to be a burden to the community."

"With these statistics from Birmingham we may compare the following extract from the Report of the After-care Committee of the London County Council for 1915, with reference to those discharged from the London Special Schools during the previous three years. This 'shows that from November, 1910, to November, 1914, 1,448 children left the schools for elder mentally defective children and came under the notice of the Association. Of these, 812 (55 per cent.) were in work in October, 1914, including 72 males who were serving with His Majesty's forces. In the previous year it was reported that 72 per cent. were in work, while, of the whole 1,198, 103 were out of employment, 133 had been lost sight of, 42 were in institutions, 46 were not reported upon, and 7 were dead.'

"These figures, if somewhat more favourable than those of Birmingham, extend over a much briefer period, and, in the long-run, no doubt will support the view of the necessity of permanent care for the majority of cases. As a matter of fact, the Birmingham committee have pointed out that much more satisfactory results are obtained when only those who have recently left school are considered. They said in their 1914 report that 'it is important to remember that the large majority in employment are boys and girls who have recently left school. Of the 397 in employment, only 54 are over twenty-one years of age, and only 16 are of ages varying from fourteen to twenty-one years. Of the latter group, the large majority (240) are of ages varying from fourteen to seventeen years, as compared with 103 of ages from eighteen to twenty-one. It is significant that the age at which there are most workers is sixteen.

“Mr. W. E. Locke, Superintendent of the Western Counties Idiot Asylum at Starcross, when giving evidence before the Royal Commission in the Care and Control of the Feeble-minded, said, ‘I think that during the last ten years about forty children have been placed out in the world. I have information from about twenty of them; several of those are earning their own living independently, but they are brilliant exceptions; the others were living at home, and making themselves of use, going out to work, for instance, in gardens, or doing needlework at home, and so on.’ But, he added, with regard to those who are discharged, “They ought not to go out into the world, any of them, never mind how competent they are to work.’ The subsequent comment by the Commissioners was: ‘This view is held by all our witnesses in regard to this branch of work.’

“In support of the claim for after-care, and as an embodiment of the most recent ideas in America on this question, we cannot do better than quote from the conclusions summarized by the members of the Royal Commission on the Care and Control of the Feeble-minded who visited that country:

“‘Most of the American institutions were started as schools for feeble-minded children, under the idea which prevailed that a large number of these could be educated so as to take their place in the world alongside of their normal brothers and sisters. This idea has been modified by experience, and now it is the opinion of those whom we consulted that it is only a very small fraction of the feeble-minded who can stand alone, however excellent their education may have been. Two results flow from this: Firstly, although in some places the system of education still follows on the lines of that given in schools for normal children, in those institutions which appeared to us to be the most scientifically organized there is now a tendency to limit the instruction to such manual work as the feeble-minded are found able to perform, and as will afford them occupation and happiness as inmates of permanent working homes. Secondly, the opinion has now become general that the provision of schools for feeble-minded children must be accompanied by permanent homes for adults. The present schools have become congested with adults who have grown up in the school, and whom the managers have felt constrained to retain there for fear of the disasters which would have fallen upon the adolescent if turned adrift into the world. Hence, those interested in the American institutions have induced the State Legislatures to allow of the establishment of departments or branches for adults, into which they can draft the children who have passed the school age, and also admit from outside feeble-minded adult men and women whom the Poor Law or other public authority may think require the protection of a home. Expert opinion condemns as ineffective and wasteful an institution which lacks a custodial department or colony or other annex for adults.’

“For improved cases, able to take situations on leaving Training Institutions, it seems very desirable that there should be established in all parts of the country some organization of philanthropic persons willing to exercise a friendly supervision, such as the After-care Committees in London, Birmingham, and other English centres, and certain continental cities. (Treatment of Feeble-minded: Question of After-care. Shuttleworth, 1904.) Since the passing of the Mental Deficiency Act, much has been accomplished in this direction by the establishment of the Central Association for the Care of the Mentally Defective, under the able chairmanship of Mr. Leslie Scott, K.C., M.P., with Miss Evelyn Fox as Honorary Secretary. This association, which has offices at Queen Anne’s Chambers, Tothill Street, Westminster, has co-ordinated several of the existing After-Care Societies, and stimulated the formation of others. Through its agency, overlapping in this

charitable work will be prevented, new workers will have the benefit of the experience that has been gained, and all reports will be kept on similar lines. Recently it has developed other useful activities in the direction of providing training for special teachers."

From "The Type of Feeble-minded Who Can be Cared for in the Community," by George N. Wallace, Superintendent, Wrentham State School, Massachusetts:

"In considering what class of feeble-minded individuals may safely remain in the community, it is of more importance to study what communities are safe for the feeble-minded. Most communities have certain conditions that make them unsafe for any unsupervised feeble-minded person. Much more depends on the community than on the individual. All feeble-minded persons depend on others for either their proper or improper social reactions. No feeble-minded person has good judgment or can properly adjust himself to his environment. He is dependent on others to properly order his course for him. The majority of the feeble-minded are not vicious, but are simply drifters, easily influenced for good or evil. It is therefore, impossible to pick out a feeble-minded person and say that he will do well in a community, for his reactions will depend upon the influence to which he is subjected, and the only safe prediction that can be made for his welfare must be based upon knowledge that he will receive proper supervision.

"Without special training the feeble-minded person cannot learn to perform the ordinary duties that the normal child naturally picks up, and, for this reason, we find in the community large numbers of feeble-minded persons who cannot perform satisfactorily the simplest activities. After he has tried this job and that, only to find that he is a failure, it is any wonder that he becomes a serious social problem? How many normal people could continue to react normally in the community if they were robbed of the great opportunity of industry?"

In appendices D, E, F. and G will be found additional matter of much interest on this part of the subject.

(8) DEFINITIONS, AND DISCUSSION OF "FEEBLE-MINDEDNESS."

As the term "feeble-minded" includes various types of mental defectives and differs from what is known as insanity, I insert here some of the definitions and opinions expressed upon this somewhat technical point. Before doing so I should like to draw attention to the difficulty experienced in England in the administration of the Mental Deficiency Act, 1913, owing to its wording of the definition of the "feeble-minded."

In this definition, which is given later on in this Report under the head "Legislation," as in that used and adopted by the State of New York, the mental defect in the individual, rendering him incapable of competing on equal terms with others who are normal, or of managing himself and his affairs with ordinary prudence, must have existed from birth or early years. This qualification has given rise to embarrassment when cases are being judicially dealt with, as it is often impossible with certainty to establish the early history of the subject or the existence from extreme youth of the mental defect.

Any definition therefore which is adopted here should so deal with this point as to remove the difficulty or simplify the proof where present mental defect does exist and is apparent.

The statute law of Missouri adopts practically the New York definition, and is as follows:

"The words 'feeble-minded person' shall be construed to mean any person afflicted with mental defectiveness from birth or from an early age, so pronounced that he is incapable of managing himself and his affairs and of subsisting by his own efforts, or of being taught to do so, and who requires supervision, control, and care for his own welfare, or for the welfare of others, or for the welfare of the community, and who cannot be classified as an insane person.'"

I now add some extracts dealing with this interesting subject.

(1) By George A. Auden, M.D., M.A. (Cantab.), D.P.H., M.R.C.P. (London).
Read before the Birmingham Branch of the Special Schools Union:

"It is imperative that we should from time to time re-examine in the light of recent results the validity of the premises upon which we base our efforts. In no subject is this revision of greater importance at the present time than in that of the education of mentally abnormal children, particularly as the question has only recently come into prominence, and as the differentiation between the various grades now assumes a more direct importance, both individual and social, in view of recent and prospective legislation (Mental Deficiency Act, 1913, and the proposed Amending Act to the Education of Epileptic and Defective Children Act, 1899). What is wanted is a clear conception of the standards by which the mentality of children is to be judged, and it is to the consideration of a few points in connection with the subject that I wish to draw your attention.

"Those of you who are familiar with the Epileptic and Defective Children Act, 1899, will remember the definition of the children who may be certified under that Act. It describes them as 'children who, not being imbecile and not merely dull and backward, are defective, that is to say, by reason of mental (or physical) defect are incapable of receiving proper benefit from the instruction in ordinary Public Elementary Schools.' The criterion here is obviously an intellectual one, as it is plain from the whole tenor of the Act that when it was first passed it was expected that by a modification of the curriculum and a longer period of school attendance the children who came under it could be brought up to the same average intellectual level as their quicker-witted comrades.

"On the other hand, the definition adopted by the Royal Commission rests entirely upon conduct. The feeble-minded is described as 'incapable by reason of mental defect existing from birth or early years of competing on equal terms with his normal fellows or of managing himself and his affairs with ordinary prudence.'

"When we come to the Mental Deficiency Act, 1913, we find that the definition is a two-fold one, dependent upon criteria of conduct on the one hand and intellectual capacity on the other. Feeble-minded persons are divided into two groups, viz.: (1) 'Persons in whose case there exists from birth or an early age mental defectiveness, not amounting to imbecility, yet so pronounced that they require care, supervision, and control,' and (2) 'children who by reason of such defectiveness appear to be permanently incapable of receiving proper benefit from the instruction in ordinary schools.'

"Now, as the age at which the large majority of children leave school is thirteen to fourteen years, the word 'permanently' in the above quoted definition can only have a relative and constricted meaning, and it is around this word that I wish to centre my remarks.

"One of the distinguishing features of feeble-mindedness is the paucity of generalized ideas, or rather a contraction in the scope of ideas, and it is plain that these are qualities which are not measurable by any scale of mental tests which can be devised, but can only be gauged by the conduct which results from this con-

traction. To use a trite expression, 'The proof of the pudding is in the eating,' and this must remain the criterion upon which any course of action must be based.

"And here we come to what appears to be a distinction of fundamental importance. Allusion has already been made to the influence of tuberculosis, alcohol, and other race-poisons in producing an increase in the number of defectives distributed through a community. Dr. Tredgold has shown, with that clearness which distinguishes all his writings on this subject, that these are most potent causes of a special degeneration of the nervous system of which mental deficiency is the direct result. There are these two influences at work in the production of a lowered mental capacity such as brings the children to our notice as School Medical Officers or as Special School Teachers, the one evolutive, and the other devolutive. In the evolutive type the forces of evolution have not yet brought the child's mind up to the average mental level demanded by our modern educational and social system; in the devolutive type the toxic products have exercised a deleterious influence upon the brain tissues of the children that has produced those degenerative changes which bring down their mental potentialities below the same level. Thus, while in the former case the cause at work is truly hereditary as is seen in the familiar association of word-blindness or word-deafness, in the latter it is congenital rather than hereditary. The outlook in each case is totally different. In the one case there is reasonable prospect that by careful training the development deficiencies may be eked out sufficiently to render the individuals capable of self-support in, it may be, a lowly sphere of life; in the other case the children are branded with a curse which no system of education can serve to remove. These two influences may be represented by the analogy of two streams whose currents set in opposite directions, both of which, however, flow under the same bridge. This distinction must not, of course, be pressed too far, and the problem is less simple than this statement would seem to suggest, for both evolutive and devolutive influences may be at work simultaneously in the production of mental defect. It will, however, serve to remind us that no kind of test should be omitted which may enable us to judge of the underlying cause of the conditions which we are investigating and thereby to some extent to forecast future possibilities and to some extent influence the result. In the Wassermann reaction, for instance, we have a valuable aid toward the estimation of the part played."

(2) From "Mental Deficiency," by Dr. A. T. Tredgold, L.R.C.P. (London), M.R.C.S. (Eng.), consulting physician to the National Association for the Feeble-minded:

"I think that our best definition of the 'normal' mind must be a degree of intellectual capacity sufficient to enable its possessor to perform his duties as a member of society in that position of life to which he is born.

"Fortunately for human progress, the mental capacity of many persons suffices for this, and more; but where there is any falling short of this irreducible minimum, then I think we must say that the bounds of normal variation have been overstepped, and that a condition of incomplete development, or amentia, is present. We may thus define amentia as a state of mental defect from birth, or from an early age, due to incomplete cerebral development, in consequence of which the person affected is unable to perform his duties as a member of society in the position of life to which he is born.

"It is not, however, to be assumed that amentia is merely a subtraction in varying degree from the normal. Although the contrary might be thought, nevertheless the two conditions do not merge into one another, and between the lowest

normal and the highest ament a great and impassable gulf is fixed. Whilst the former is heavy, stolid, and uniformly dull-witted, he has yet sufficient common sense to look after his interests and hold his own in that environment in which nature has placed him. The mildest ament, on the other hand, may show no apparent dullness; he may even be bright and vivacious, and some of his abilities immeasurably superior to the clodhopper. But the other faculties of his mind are not present in like proportion. Instead of harmonious working there is discord, and in the possession of that essential to independent existence—common sense—he is lacking, and the want can never be supplied.”

(3) Catherine Brannick, Psychologist, Massachusetts Reformatory for Women, May, 1918:

“Feeble-mindedness is best defined as ‘social incompetence due to arrested mental development.’ It is therefore more inclusive than the term ‘mentally defective,’ and is used in a double sense,—a psychological and a social one. It does not imply an absolute lack of possibility for social competence, but only a limited or relative one. The definition of the British Royal Commission (1908) specifically defines an individual of the highest grade of feeble-mindedness as one ‘capable of earning a living under favourable circumstances, but incapable from mental defect existing from birth or from an early age of competing on equal terms with his normal fellows, or of managing himself and his affairs with ordinary prudence.’

“In practice, the two aspects of feeble-mindedness, defective intelligence and social deficiency, are found combined in varying degrees. Many of the relatively low grades of intellectual defect show no special anomaly of temperament and disposition and grade fairly high by the social test; many others who grade relatively high in the psychological sense show such temperamental eccentricities as to make social adjustment impossible.”

(4) By E. E. Southard, M.D., Director, Boston Psychopathic Hospital, October, 1917:

“Insanity and mental disease are not synonymous. Insanity is a legal concept; mental disease is a medical concept.

“A man is either sane or insane or indeterminate as to sanity; and there are no degrees of sanity or insanity. There is but one degree and but one kind of sanity or of insanity.

“There are all degrees of mental health and mental disease. There are many kinds of mental disease.

“Insanity depends upon medico-legal decisions. Mental disease is an affair of medicine alone. Sanity and mental health, decided by law and medicine, respectively, characterize the same human subjects; but sanity also characterizes many subjects of mental disease. Sane subjects of mental disease are subject to mental diseases—either mild or severe—that are of a kind that does not concern the courts.

“It would even be entirely permissible to say that no man is either sane or insane until properly reviewed and adjudged by courts. Such is not the point here at issue. It is enough to claim that sanity and insanity are characters such as courts decide them, within the limitations of accuracy of courts.

“Sanity and insanity accordingly are legal, governmental, public matters. Mental health and disease are matters of individual medicine and individual psychology, and, while of familiar, district, group, or social interest, they do not necessarily approach governmental regime. Insanity is a public matter; mental disease is a social, family or personal matter.

“The above are commonplaces in the minds of many, perhaps, of the most

advanced medical men. It is probable that many competent jurists hold identical conceptions."

(5) Lewellys F. Barker, M.D., President of the National Committee for Mental Hygiene, Professor of Medicine, Johns Hopkins University, discusses what is meant by "unsoundness" of mind, thus:

"In the narrower sense, 'unsoundness' of mind refers to those graver disturbances of the mental faculties which we call insanity, idocy and imbecility, due to imperfect development of the brain and which may be the result either of bad heredity, or of serious disease in the earliest period of life. The forms of insanity which occur later in life may also be due in part to bad heredity, in part to bad environment. As examples, may be mentioned the insanity of adolescence (sometimes called *dementia præcox*), the manic-depressive insanities with their maniacal and melancholic states, paranoia and the so-called paranoid states, general paresis due to syphilis, the insanities due to alcoholism, and the insanities accompanying thickening of the arteries of the brain or senility.

"In the broader sense, 'unsoundness' of mind is a much more inclusive term. Thus epilepsy, hysteria, hypochondriasis, and psychasthenia are, in reality, conditions in which the mind is to a greater or less extent disturbed. Even in the conditions commonly designated as 'neurasthenia' and 'nervous breakdown' the mental functions are, usually, temporarily slightly disturbed.

"Again, many people seem ignorant of the fact that mind includes not alone 'intellect,' but also the 'affections' and the 'will.' To such people 'unsoundness' of mind means disturbance of the reason, and it is hard for them to realize that abnormal expressions of emotion, or disorders of the will manifesting themselves in anomalies of conduct, can be evidences of 'unsoundness of mind.' For the medical man, however, a knowledge of the perversions of feeling and of the deviations from normal behaviour which accompany defect or disease, is of the greatest importance in making diagnoses of abnormal mental states and of the disorders of brain-activity which underlie them. It is just here that the legal conception of responsibility ceases to be synonymous with medical conceptions of responsibility—a notable example of that ambiguity of language which leads often to disputes. It is encouraging that even in law, which is necessarily and desirably conservative, the idea of 'degrees' and varieties of mental unsoundness has in recent decades been gaining currency, and with it the conception of 'partial,' 'diminished' or 'attenuated' responsibility as well as that of the 'individualization of punishment.'

"If we keep in mind the fact that conduct, whether good or bad, is directly related to mental states—using the term mental in the wider sense to include all parts of the mind, will and emotion as well as intellect—we can scarcely fail to recognize the close relations which exist between mental unsoundness (in the broader sense) and all those forms of abnormal conduct which characterize the delinquent classes. More than ever before, society is coming to recognize that the problems of criminality, of inebriety, of vagrancy, of prostitution, and of pauperism are closely interwoven with the problems of brain disorder, and that efforts directed toward the diminution of the amount of delinquency will be effective only in as far as they succeed also in improving brain quality and brain function, that is, in as far as they provide for better acting minds."

(6) One of the simplest definitions is that put before me by Prof. Sandiford, Associate Professor of Education in the University of Toronto, which sums up the practical tests for mental deficiency. It is:

"None (of the feeble-minded) can plan, exercise forethought or show good

judgment nor can any be educated into normality. They may learn more things, but their native intelligence does not improve."

(7) Dr. Helen MacMurchy put it thus:

"Mental defectives are those who cannot make or help to make a home."

In considering these definitions the time of the mental arrest becomes very important.

The very valuable report of the Psychopathic Laboratory of the Municipal Court of Chicago for the years from May 1, 1914, to April 30th, 1917, gives interesting data upon this point:

"We have also included examinations and diagnosis on groups of children, either defendants themselves or complaining witnesses of the children of defendants. These studies convey data and implication of much interest. One such point is the stage at which mental arrest begins, cases advancing in their early childhood years, mentally and chronologically in proportion, and first showing quantitative mental arrest a few years later. Such cases can and should be diagnosed qualitatively in their early years, and this is one of our reasons for insisting that directors of laboratories handling juveniles and others should spend at least six months in an institution for the feeble-minded, so as to be thoroughly familiar with feeble-mindedness, both qualitatively and quantitatively, and in a position to anticipate those cases with later mental arrest. *Idiots and imbeciles exhibit early mental arrest and are promptly detected and in the majority of cases sent to an institution, but the moron whose mental arrest sets in later and who is the dangerous case is in more need of early recognition, as the others are too low mentally and too obvious to be dangerous.* This fact also accounts for a part of the criticism of the Binet-Simon scale in which the critics claim that the lower ranges of the scale are too easy and the higher ranges too difficult. The low-grade feeble-minded, such as imbeciles, do not find it too easy, and their defect shows up just as plainly on it as do the high grade defectives, the morons, on the upper ranges of the scale. Another point brought out by these studies is the fact that in spite of good intelligence the dementia præcox and psychopaths, on the whole, make poor school progress."

(9) FEEBLE-MINDEDNESS AND THE LAW.

There is a danger of feeble-mindedness becoming a defence in almost every case of criminality, if care is not taken to guard against a false idea that all mental defectives cannot be responsible in a legal sense.

Still it is impossible, in any fair view of the subject, to disregard its effect in criminal trials. Its chief bearing should, I think, be that it should determine the destination of the criminal, rather than enable him to escape altogether. But mental defect, if sufficiently marked and carrying certain consequences, should be as good a defence as if the accused was an idiot or insane.

As already pointed out, it is the exact extent and nature of mental defect that is important, and as this is extremely difficult to determine with exactitude, the admission of feeble-mindedness as a defence should be guarded with extreme care. Hitherto the defence of insanity is not sufficient in law if the accused is able to know the nature and quality of his act, or if he did know both, that he did not know that he was doing what was wrong. To appreciate nature and quality, therefore, there must be sufficient mental capacity to distinguish between what is right and what is wrong or reasoning power sufficient to realize that the act may or can produce certain results. But there may be such mental defectiveness as may

deprive the criminal of that appreciation or of that reasoning power in which case the same rule as applies to insanity should be applied. But feeble-minded persons may and do appreciate the difference between right and wrong and yet their abnormal mental impulses may carry them past the point of resistance.

It is this fundamental lack, *i.e.*, absence of will power and resolution that especially distinguishes them, and it must before long become recognized as profoundly important when the test of responsibility for an evil deed has to be determined.

Irresistible impulse is not admitted by the courts as sufficient to exculpate a criminal except when proved to have its origin in mental disease, *i.e.*, insanity, but if the accused is feeble-minded and his mental defectiveness is such that these impulses and his inability to resist them are part of his disability, it is hard to see why he should be treated as normal and judged by the tests of normality.

Many writers have contended that the proper rule is that laid down in some American courts, namely, "was the act the offspring or product of mental disease," thus making the existence of disease of the mind the fact to be found by the jury. And it is not a long step from that to decide whether the act is caused by mental deficiency, as above explained.

A finding of "guilty but mentally defective to such a degree as to be irresponsible," ought, I think, to be accepted, if justified by the medical evidence, and consistent with the facts elicited at the trial. And such a verdict should consign the offender to an institute for mental defectives.

In this connection it is useful to consider the views of various students of this subject.

(1) Dr. Hickson, Medical Director of the Psychopathic Laboratory of the Chicago Municipal Court, says:—

"The right and wrong test, which is the legal criterion of mental responsibility, was promulgated in 1843. It is applicable to but a few diseases, and these must be in such outspoken form in order to be applicable, that the individual is incapable of perpetrating most of the ordinary crimes; therefore this law, if rigidly interpreted, nullifies itself. The condition to which it would apply would be those in which intelligence defect is primarily involved, such as paresis, senile dementia, feeble-mindedness, thereby omitting the large group of insanities in which the affective or emotional sphere is primarily involved, and the intellectual only secondarily. Most of the continental criminal codes are so drawn up as to include the affective or emotional insanities.

"In the inter-relationship between mental defectiveness and crime, certain forms stand out more prominently than others, as, for instance, feeble-mindedness, psychopathic constitution and dementia praecox. We have termed the latter condition the criminal psychosis par excellence, because of the active and predominant role it plays in the causation of crime—as already outlined by us in a paper entitled, 'The Relation of Hebophrenia and Dementia Praecox to Crime,' read at the annual meeting of the Alienists and Neurologists, Chicago, July 13th, 1915, and published in the Illinois Medical Journal, October, 1915—and because of its very nature, which is essentially a distortion and exaggeration of certain of the primary mental processes, and makes of it a criminal psychosis, in that it is responsible for environmental adaptability.

"Its very essence make it at one and the same time the most prolific source of disturbance and the most difficult to recognize, two ideals very hard for some of the laity to assimilate, whereas such secondary symptoms as hallucinations, delusions,

etc., which are crassly unusual, occurring much more rarely, are easily recognized by them when outspoken.

"That we are dealing here with two distinct types of mental abnormality, which in the vast majority of cases are hereditary, constitutional, and at present incurable, is beyond all doubt, and is open to proof to any one, adequately prepared by sufficient training and experience in clinic and institution, in medicine, psychiatry, neurology, who cares to undertake such research. These two classes readily fall into well-defined and well-recognized types of mental defectiveness, namely, the feeble-minded and the dementia praecox groups, except that in the classes under discussion the symptoms are not so clinically externally frank that it manifests itself in such a positive and grotesque manner that it is patent to all. Our feeble-minded institutions have been peopled until quite recently practically with idiots, imbeciles and a few low-grade morons. High-grade morons were present in relatively insignificant percentages. Among idiots, imbeciles and low-grade morons mental arrest occurs early and they manifest their defect betimes, and it renders them so externally evident that the laity cannot help marking and grasping it. *But with the high-grade morons, while they are as potentially defective in their sphere of thinking and doing, it is not so outspoken as such, and to the comprehension of the laity is as little understood as the relationship between outspoken epileptic attacks and psychic equivalents.*

"Perhaps one of the most impressive features about our cases is the matter of recidivism, all the way from our Bastardy Court up to the Boys' and Morals Courts.

"The Bastardy cases repeat in that court a certain number of times and then appear in the Domestic Relations and Moral Courts. Their children follow fast in their footsteps. Domestic Relations Court cases repeat and repeat, receive assistance, advice, admonition, continuations, probation, House of Correction sentences. They gravitate in a large proportion of cases into the divorce court, separations, almshouse, insane asylum, feeble-minded institutions, penitentiary, etc. Their children on the whole repeat the Municipal Court cycles.

"It is difficult to determine, as there are no identification records kept of sufficient control, exactly how much repeating there is in the Morals Court, but it is no doubt even higher than in the Boys' Court, as prostitution is of necessity more or less openly and frequently carried on. An insignificant few are first offenders; most have already had Juvenile and other court records. These cases terminate largely in the almshouse, insane asylum, feeble-minded institutions, etc. Many of them, almost all, have given birth to children in their earlier days, who keep up the traditions.

"Recidivism is much the crux of the whole criminological situation, while at one and the same time it is the most illuminating and also most discouraging symptom, in that it shows the hopelessness of our present methods of dealing with crime, and that, therefore, there must be something fundamentally wrong because it confirms our findings that the underlying cause in the vast majority of cases is an incurable hereditary constitutional mental defectiveness.

"Many of the suggestions brought forth in this report may seem to be, or are, in conflict with our present laws, but we want to go on record as having the highest respect for the law, and appreciation of its *raison d'être*, especially where it is based on intelligent premises, even though it be not always perfect, so long as the bases on which it is founded are the last word obtainable on the subject. *We think one of the big mistakes that is being propagated in the law, especially in the matter of what is known as forensic psychiatry, is that practically all the efforts of*

committees and individuals that have been working for betterment in this field have made the existing laws basic to their efforts as though they were the most scientific and advanced development in the various correlated sciences that underlie them, as though they were the last word on the subject, the ultima Thule, when, as a matter of fact, they are quite the contrary, and thus we see them striving and straining, twisting and turning, struggling to square up modern scientific knowledge with the archaic and obsolete encumbrances of spirit and tradition of the ancients, to bring the newer scientific knowledge into harmony with the old largely unscientific accumulation, as though men were made for laws and not the laws for men, as though they were above and beyond men and not of and for men."

(2) Dr. Potts, Medical Officer to the Birmingham Committee for the Care of the Mentally Defective, at a Conference at Manchester, in October, 1916, said:—

"In the past the matter of responsibility was made by the lawyers to hinge on the question of whether the criminal knew the difference between right and wrong; this involved a miserable travesty of justice, because many imbeciles and lunatics knew the difference. It was an improvement when the question was allowed to be, did the wrongdoer know the nature and quality of his act? The mentally defective murderer knows the nature of his crime, but a wise interpretation of the expression 'know the quality of his act' should enable him to escape the ordinary penalty; if a defective has obviously not got the same horror of the crime of murder as you and I have, we are justified in saying he does not know the quality of his act, even though he does know it is wicked and punishable by death.

"This leads us to the extremely interesting problem of the diagnosis. In the past this has been unsatisfactory in all countries. Quite recently, however, a new departure has been made in America by Dr. Goddard, of the Vineland Institution for Defectives, who at three trials, in each of which a defective was convicted of murder, first tested the prisoner by the Binet Scale and then gave evidence that as he was mentally under the age of twelve he did not know the nature and quality of his act. Goddard's theory is that in normal children the moral faculty is undeveloped till after the age of twelve, and that just as a child is not held to be fully responsible, so an adult who is classified as below twelve by the Binet Scale is also not fully responsible for crime. Of these three murderers two were decided by the jury to be defectives; the other was convicted of murder and electrocuted. I do not think any one who has had any practical experience with defectives could doubt from the conduct of the third man, both before and after his crime, that he also was defective; unfortunately while three medical men testified that he was feeble-minded, three others asserted that he had normal intelligence; those who took the latter view used the Binet tests, but interpreted the results wrongly and showed that they did not know how to use them. Unfortunately the jury did not appreciate this, and gave the prisoner the benefit of the doubt.

"In these cases the question of responsibility was made to depend on the degree of intelligence. In our Deficiency Act it depends on mental, not intellectual, defect. Intellect is only one province of the mind, and may not be impaired in cases of mental defect. In the case of moral imbeciles the Act makes insusceptibility to repeated punishment the test.

"Legal authorities attach much importance as regards responsibility for crime to the presence or absence of motive; if there is not possible motive, they may think of mental defect; if an ordinary motive is found they think that predicates ordinary intelligence; difficulties arise because the inexperienced cannot understand that both lunatics and defectives are actuated by the same motives as ordinary people, and

only behave worse because they have less control over their passions and a less keen appreciation of the consequences of wrong action. I need hardly say that it is not possible to determine either a moral defective or a feeble-minded criminal by the nature of the crime. We cannot, however, but believe that an utterly callous individual, guilty of repeated murders, must be morally defective. It is well to remember that arson and incendiarism, without any hope of pocketing the insurance indemnity, are crimes to which the feeble-minded are naturally prone, and there are certain unnatural offences which are scarcely ever committed by people of ordinary intelligence. The causes which lead people to prison are various; among others are to be noted mental and physical defects, deficient self-control in youth, unsuitable occupations; alcohol comes in in several ways; it may be that the crime is committed under its influence, or that it is done with the object of later indulgence; in the case of women particularly, petty thefts are often prompted by the craving for alcohol; it is not kleptomania, but dipsomania, that is the trouble. In the case of men in middle life, whose previous record has been blameless, a conviction for theft may be the first indication of the onset of a special form of insanity, known as general paralysis of the insane. This disease is extremely difficult to diagnose in the early stages, and crimes committed during its development sometimes lead to injustice. Environment and training, of course, make many criminals; such circumstances are of special importance for the mentally defective, who will, however, behave well enough if they have a fair chance."

(3) "The Need for Instruction in Mental Hygiene in Medical, Law and Theological Schools," by H. Douglas Singer, M.D., M.R.C.P., Alienist, Department of Public Welfare of Illinois, and Professor of Psychiatry, University of Illinois:—

"To the lawyer there come for advice and assistance many forms of social difficulty, but more especially those included under the headings of delinquency and crime. Only within quite recent times has the lawyer, however, realized the need for the study of the criminal rather than the crime.

"Criminology is only a special branch of the subject of mental health, quite comparable to that which deals with the special type of behaviour disorders coming under the observation of the alienist. They have in common an important relation to structural defects and diseases such as feeble-mindedness, damage resulting from alcoholic intoxication, etc.

"Furthermore, the needs with regard to treatment in both groups are of exactly the same type, though differing in particular form. Being functional in character, the essential element in both preventive and remedial measures must be education.

"The conclusions of the courts as to the proper disposition or treatment of cases can be satisfactorily reached only when the causes of the delinquency, whether structural or environmental, and the habits of adjustment of the individual, with the possibility of their correction or modification, are given as full consideration as the facts concerning the crime itself.

"Such important questions as that of probation or the need for institutional treatment cannot be settled by any routine procedure, such as 'this is a first offence,' without running the very great risk of further anti-social conduct, with perhaps more serious consequences on the one hand or on the other hand the risk of jeopardizing the chances for recovery of the individual.

"These questions are now being met by the establishment of psychopathic laboratories in connection with courts, of which there are several attached to

juvenile courts, and at least two, in Chicago and Boston, for the assistance of municipal courts.

"But the establishment of these expert centres will not relieve the lawyer from the need for training in mental hygiene if he is to co-operate intelligently with and use the laboratory, and if his work is to be not only remedial but also preventive. Many lawyers still find it difficult to detach themselves from the belief that a criminal who is neither feeble-minded nor insane, is, therefore, 'responsible' and a fit subject for 'punishment.' Nothing but a realization of the causes and nature of behaviour disorders will overcome this.

"To advise adequately in regard to many matters which come rather within civil than criminal practice, such as divorce proceedings, will-making, etc., the same training is of the greatest value."

(4) "Understanding the Criminal," from the Journal of the American Jurisprudence Society to Promote the Efficient Administration of Justice, October, 1918:—

"There was a time, not far distant, in the historical sense, when the insane person was believed to be possessed of an evil spirit. This was the most plausible explanation which could be advanced. In many respects it appeared to square with the facts, for did not the demented 'speak with tongues,' and did not the alien spirit often admit its possession of the mind and body of the unfortunate individual?"

"One of the greatest advances of civilization and science came with the refutation of this simple belief when it was established that insanity was a disease. Now, for a long time we have occupied that vantage ground, capable of diagnosing out-spoken cases of insanity and sometimes of relieving them.

"But the law has found this situation a great stumbling block because intent is made the crux of criminality. If a person is insane he cannot harbor a criminal intent. In many cases then the question for the courts has been the clinical question of whether or not insanity exists. The court must find either that the accused is sane or insane. There is no room here for an adequate discussion of the situation. Lawyers and informed laymen are aware of it. Legal tests and definitions have obviously failed to disclose psychopathic secrets. We have become fully aware in recent years of a great borderland between clearly recognized insanity, with its immunity from criminal intent and responsibility, and defectiveness with limited responsibility in varying degrees.

"The earliest work of the court psycho-pathologist proves what all observers have seen, that a large share of those who make up the ranks of crime, and especially the populations of prisons and correctional institutions, are to some extent, defective. The problem of crime is coming to be understood as the problem of mental defectiveness.

"Now, if one clings to the traditional legal position and undertakes to meet this situation by the metaphysical inquiry into intent, no progress is made. But if one embraces the findings of science and enters upon a practical study of crime control he sees at once that progress, if any, must be made by redeeming the defective delinquent or placing him under such restraint that he cannot commit offences.

"In fact, this is just what we have been doing in a half-conscious manner in recent years with our probation and parole systems and correctional institutions. And since we have not solved the problem, for crime and recidivism are as common as ever, it appears clear that the field of restraint must be relied upon for future progress.

"It can be said that practically all the forms of defectiveness; those which

are mental and those which are both mental and physical, involve lack of control on the part of the individual. *He becomes an offender because he is a defective, but must live in a society organized by and for normal individuals, and because he cannot meet the minimum standards of conduct laid down by law. And the very thing which makes him a delinquent prevents him from profiting from the correctional treatment to which he is subjected.*

"This is not to say that probation, parole and industrial education in correctional institutions wholly fail. They are admirably adapted to save the delinquents who have sufficient mind and character to react normally to this treatment. But in respect to the defective delinquents they fail deplorably, and every student of this institution, every prison official and doctors, knows this fact. This knowledge had been terribly depressing as statistics have followed experiments.

"The answer to the problem is not condemnation of all that has been attempted. It lies in recognizing wherein these attempts have failed and understanding the reason, and then formulating a philosophy which will fit the new facts. If there are numerous defective delinquents who cannot be made good citizens through courses of the treatment, cannot be made to stand up to the normal environment, then an environment must be created for them which will permit them to live useful lives. Restraint of some kind is the foundation for such an environment, but this does not necessarily mean for most of them the spiritual degradation and ruin of prison life.

"It means institutions of a new kind in which these social weaklings can possess all the rights with which society can safely entrust them, and in which they will have opportunity to develop to the limit of their capacity."

(5) William Healy, A.B., M.D., Director of the Psychopathic Institute, Juvenile Court, Chicago, Associate professor Mental and Nervous Diseases, Chicago Polyclinic, and now engaged in similar work in Boston, discusses the difficulty of relying upon any one of the elements which go to make up what is compendiously described as feeble-mindedness. He says:—

"The psychological standpoint taken alone is unsafe—we will not attempt to review the opinions of the several criminologists who, upon a priori grounds, have already declared themselves for the psychological point of view.

"Notwithstanding all this, I fully recognize that there are many cases in which sole dependence on the psychological standpoint would be a grave mistake. Repeatedly I have asserted the opinion still held, that it is very difficult to decide which is in general the most important investigatory vantage ground—social, medical or psychological. The point is clear, however, that one can most surely and safely arrive at remedial measures through investigation of the mental factors.

"There is no doubt that certain groups of physicians and educators will best understand the importance of the above truths, physicians who have been especially engaged with psychiatric and neurological problems, and educators who are interested in applied psychology. Sociologists and psychologists have nowadays rapidly growing conceptions of the value of the individual study.

"Those who, under the law, have to deal with offenders are, however, foremost in needing to understand fundamentals, and if it be intimated that these issues are too abstruse, we should feel justified in asserting that those who have not the capacity to appreciate these things are certainly not fitted to pass judgments on delinquents or hold authority over them."

I cannot conclude these extracts without giving a few sentences from "The Experiences of a Psychiatric Missionary in the Criminal Courts," by John R.

Oliver, February, 1919, in which he amusingly and yet with some truth, sums up the prevailing attitude of mind. He says:—

“Judges, lawyers and policemen—men who have lived long under the conservative influences of law—all come from Missouri. They ‘have to be shown.’ And they have to be shown, not once nor twice, but unto seventy times seven. Of course, once they have been subjected to this laborious process, their hearts are yours unreservedly, and they will stand by you and your ‘modern methods’ to the bitter end.

“The writer of this article has spent more than two years in attempting to introduce into the criminal courts of a large city, modern medico-legal methods of examination and classification. The principle, for which he has striven, may be simply stated. In the administration of the criminal law, the judge on the bench and psychiatrist in his psychopathic laboratory work together.”

“The first and the last step in establishing this principle is to convince the judge, by showing tangible results, that the principle is true.”

(10) FORMULATING A SCHEME.

In formulating any scheme based upon a radical change of outlook, especially when that scheme must involve, not only expense, but a very real, searching and intensive method in its application, it must be admitted that in social movements the Government cannot do very much without the aid of public opinion and volunteer workers, nor progress very far unless enthusiasm exists for movement along certain lines.

Fortunately, the subject of the feeble-minded has been of late a live topic, stimulated by the great work of the British Royal Commission, and the rising tide on this continent of a realization of duty towards the unfortunate and a consciousness of the almost total lack of the expression of that duty either on its ethical or practical side.

Another fact is of general application. It is fully recognized, as one of the lessons of the war, that a man has not only a body and intellect with which to work, but a personality to be regarded. His surroundings must be made as bright and pleasant as possible, his habitation sanitary and inviting, and opportunities provided so that his spare time may be used to enjoy some of the amenities of life.

There will be, in consequence of these things, a variety of movements tending to improve the environment of those who hitherto have had little time or chance for self-improvement or amusement. This tendency can be reckoned with to provide many more social agencies and workers than at present exist, and these can and should be pressed into service to aid in the work of helping the feeble-minded to become reasonably safe members of society. The field of philanthropy is being enlarged and broadened so that it is and will be far easier to organize aid for any particular class than it was before 1914. This very tendency to brighten life and to add sympathy to the relations of employer and employee, and between them and the public will be an immense factor in any scheme for keeping in touch with the mentally defective at all stages of their career and will rob the task of one-half of its difficulties.

But there is need for something beyond harnessing public opinion and driving it along the proper path.

Much is already known about certain aspects of the feeble-minded problem, how defect is to be ascertained and measured, what sort of institutional care is needed and how best provided, the proper school methods, and how far supervision

is successful and possible. But efforts along these lines will be seriously handicapped unless there is provided administrative organization, resting upon properly conceived laws, which will enable those concerned to carry out the necessary steps without being hampered and thwarted by old-fashioned statutes inapplicable to modern needs. We need a thorough house-cleaning among the legal enactments which deal with those mentally afflicted, so as to give special attention to the feeble-minded, and to deal with their ascertainment, examination, registration, legal commitment or other disposition and discharge; their supervision, detention, marriage and their public or private custody. This work is indispensable and urgent as the complement of any proper scheme of care. It ought to receive proper legal consideration and might, indeed, be handled by judges and lawyers as their contribution to a great social reform. Without a proper system of law to rest upon, any effort will be, if not futile, at least a very uncertain and imperfect one.

It is not easy to define just when compulsory powers to commit should begin and end, or how far voluntary submission should be the chief factor to be encouraged. The criminal courts, while empowered to act, ought not to be the sole or even the usual way of compelling the defective individual to submit to restraint. That avenue might well be the exception, and commitment should be an entirely civil procedure. Private guardianship as well as public institutions, the criminal responsibility of the feeble-minded, the necessary legal formalities for declaring a person to be mentally defective, his consequent detention, whether in a voluntary home or state school, and his right to discharge, are some of the most pressing questions needing enlightened treatment. All of these matters must be dealt with in formulating any scheme to be followed in this Province. I have treated some of these in the earlier part of this report, and will consider the remainder in connection with the present legislation in England, the United States and in Ontario. But attention to or amendment of specific enactments or sections of any Act cannot usefully be suggested until some policy has been adopted by the Executive of the Province and its extent and its limitations laid down.

I have already mentioned the various agencies which might be employed in making a survey of the feeble-minded.

Some of these same agencies, if not all, may be most helpful in regard to after-care. But the distinction must be kept in mind that if the field work is employed merely to express friendly human interest in paroled patients, or in cases needing supervision, special training for social work is not needed. But if the appointment of a field worker means a definite and systematic attempt to organize the district for after-care, a man or woman trained for social work is absolutely essential. This is especially so when the real object of the survey and registration is borne in mind. That is to identify and classify those cases then showing definite anti-social qualities or likely to do so in the future. While information of the number of those whose mental ability falls below normal, is useful and necessary, the prime value of survey work is the finding and studying of those who are social problems, and determining and guarding their future. Hence, the necessity for trained follow-up work so as to prevent the evil developing into danger to the community or moral harm to the individual.

As Dr. Hickson, Medical Director of the Chicago Psychopathic Laboratory, says:—

“We see the positive criminal element in the defectives when we study them in childhood, in their youngest, tenderest years. We are consulted almost daily

by parents and guardians having children five or six years old, who are incorrigible. They are typical *praecox* children, some with intelligence defect, many without or only qualitatively present, cases whose mental arrest will set in much later. Many of these children are raised in the most favourable environment possible. Invariably there is an all-sufficient heredity to account for it.

"Mental defectiveness is hereditary and constitutional, and consequently not amenable to our preachings, asylums, hospitals, reformatories and penitentiaries. Medicine is realizing more and more every day that her success lies in prevention more than cure. We have yet but few specifics, and of all refractory fields of treatment that of mental diseases is undoubtedly the worst."

What is wanted in this direction is nothing more or less than a practical, efficient provincial organization for mental health, comparable to the present organization for physical health.

Supervision to be of any effective use must be trained and continuous. Much can be done by voluntary workers and organizations in searching out and finding those who need care and attention, either in their bodily or mental health. Indeed, their aid is in the earlier stages indispensable if the cost is not to be greatly increased. But once found the mental defective needs and must have, in the interest of the public, the help that comes of knowledge and experience. It is very necessary to watch over the physical and mental development of the feeble-minded until the definite arrest of the mind takes place, and then to provide for its results. The whole object of state care and interference is to prevent the defect developing evil consequences to the body politic.

Fortunately, we have some machinery at work which only needs to be extended, developed or duplicated, and properly organized under a responsible body, to afford a complete system of supervision. The Children's Aid Societies, the hospital mental clinics, the Public Health Departments, and the Social Service Departments of cities and towns form the nucleus of a province-wide organization to promote mental health. They show how individuals, children and others can be found who need help or care, how these can be dealt with, and how after-care can be best supplied.

These agencies amplified, are all that are required in connection with the supervision of the feeble-minded, provided the necessary institutions are available, and provincial organization to direct the various workers and to co-ordinate and supplement their efforts is provided.

The medical survey of the school children to which I referred at the opening of this report will much simplify the matter of classification, but it is not necessary to wait for its completion to "get after" the anti-social units that are now hampering the work of schools and homes, and are fairly well identified already. What, however, is or will be necessary when the school survey is available for action, is immediate intensive study by a psychiatrist and nurse in charge of each doubtful subject for a week or more, in some one school, in order to properly determine whether the individual should continue in the special class or be at once removed to an institution.

In dealing with any social subject with a view to the improvement of its conditions, it is wise to consider the field to be covered, as it would appear to those who have been working under such conditions or dealing with what is similar in kind to those confronting the enquirer.

Particularly useful are the intelligent comments of admitted experts based upon actual experience and corrected by careful and discriminating study of the results discerned by them.

I have not found any survey so complete and helpful, and yet so concise and practical, as that contained in "The Annual Discourse," delivered in 1912, by the leading exponent of care for the feeble-minded, Dr. Walter E. Fernald, Superintendent of the Massachusetts School at Wrentham, Mass., which he handed me as containing, even now, his last word upon the subject. It is called "The Burden of the Feeble-minded." I, therefore, quote the following from it:—

"The methods of patient research and collective investigation which have led to such brilliant results in the study of various diseases in general medicine and surgery are now beginning to be applied in the study of the causation, extent, significance, treatment and prevention of feeble-mindedness—the synonym of human inefficiency and one of the greatest sources of human wretchedness and degradation.

"The fact that feeble-mindedness is the result of pathological conditions of the brain, either gross lesions, caused by faulty development or by the destructive results of disease, or perhaps numerical deficiency or imperfect evolution of the ultimate cortical cells, makes it obvious that the resulting mental defect is incurable and permanent. If a nerve cell is damaged or destroyed by traumatism or disease, it is gone forever. It is never replaced by the multiplication of other similar cells, as may happen in other bodily tissues.

"The various known causes of feeble-mindedness occur in two main groups—the hereditary and accidental. The hereditary cases are those where the person is feeble-minded because his parents or other ancestors were feeble-minded. The accidental group includes those who are feeble-minded as a result of environmental causes, without hereditary influence.

"There is a popular belief that feeble-mindedness is greatly on the increase. We do not know, and are not likely to know, whether or not there is now more feeble-mindedness than there was fifty or one hundred or five hundred years ago. There is some reason for the belief that the remarkable shift of population from rural to urban conditions in the last half-century with the resulting industrial and social stress, and a greater liability to syphilis, tuberculosis and alcoholism, has increased the ratio of defectives in the families with hereditary pre-disposition. It is certain that the feeble-minded girl or woman in the city rarely escapes the sexual experiences that too often result in the birth of more defectives and degenerates. At the same time, the steady withdrawal of the more sturdy and virile individuals from the country to the towns, leaves the ineffective and defective men and women in the country to marry and beget offspring, even less efficient than themselves. Recent study of certain isolated rural communities in this State where the more vigorous families have migrated for several generations, shows a marked deterioration in the quality of the population, with a large number of the feeble-minded and a notable amount of immorality, intemperance and shiftlessness. The defective persons in these communities are very apt to be attracted to each other, and to marry or inter-marry, thus, intensifying the degenerative process. The members of this society are only too familiar with these rural foci of feeble-mindedness, immorality, crime and destitution.

"The social and economic burdens of uncomplicated feeble-mindedness are only too well known. The feeble-minded are a parasitic, predatory class, never capable of self-support or of managing their own affairs. The great majority ultimately become public charges in some form. They cause unutterable sorrow at home, and are a menace and danger to the community. Feeble-minded women are almost invariably immoral, and if at large, usually become carriers of venereal

disease, or give birth to children who are as defective as themselves. The feeble-minded woman who marries is twice as prolific as the normal woman.

"We have only begun to understand the importance of feeble-mindedness as a factor in the causation of pauperism, crime and other social problems. Hereditary pauperism, or pauperism of two or more generations of the same family generally means hereditary feeble-mindedness. In this State there are families who have been paupers for many generations. Some of these members were born or even conceived in the poorhouse.

"Every feeble-minded person, especially the high-grade imbecile, is a potential criminal, needing only the proper environment and opportunity for the development and expression of his criminal tendencies. The unrecognized imbecile is a most dangerous element in the community. There are many crimes committed by imbeciles for every one committed by an insane person. The average prison population includes more imbeciles than lunatics. The term 'defective delinquent' is applied to this special class of defectives where the mental lack is relatively slight, though unmistakable, and the criminal tendencies are marked and constant.

"At least 25 per cent. of the inmates of our penal institutions are mentally defective and belong either to the feeble-minded or to the defective delinquent class. Nearly 50 per cent. of the girls at the Lancaster Reformatory are mentally defective. The class of 'defective delinquents' of both sexes is well known in every police court, jail, reformatory and prison. There is a close analogy between the defective delinquent and the instinctive criminals who form a large proportion of the prison rounder type. Under present conditions, these irresponsible persons are discharged at the expiration of their sentences to lay tribute on the community, to reproduce their own kind, to be returned to prison again and again.

"A very large proportion of the neglected and dependent children in the care of the State are feeble-minded and are the offspring of the feeble-minded.

"Many of the immoral and diseased girls found in the rescue homes and shelters are defective and absolutely incapable of reform or of self-support. Many prostitutes are mentally defective. In one county almshouse in Pennsylvania, there were 105 mothers of illegitimate children, and of these mothers, 100 were feeble-minded.

"A majority of the parents prosecuted by the Society for the Prevention of Cruelty to Children for abuse of their own children are feeble-minded.

"In England, 70 per cent. of the habitual drunkards who are dealt with under the 'Inebriates Act' are mentally defective.

"In the light of our present knowledge, the only way to reduce the number of the feeble-minded is to prevent their birth. The perpetuation of defective family stocks should be inhibited. This would be possible to a great extent if every feeble-minded person and every potential 'carrier' of the defective germ plasm could be prevented from parenthood.

"There is already a strong popular demand for the logical and thorough application of our present knowledge of the laws of morbid heredity in the way of prevention. This State has begun the policy of the segregation of the feeble-minded, especially those of child-bearing age. This segregation carried out thoroughly for a generation would largely reduce the amount of feeble-mindedness. The high-grade female imbecile group is the most dangerous class. They are not capable of becoming desirable or safe members of the community. They are never able to support themselves. They are certain to become sexual offenders and to spread venereal disease, or to give birth to degenerate children. Their

numerous progeny usually become public charges as diseased or neglected children, imbeciles, epileptics, juvenile delinquents, or later on as adult paupers or criminals. The segregation of this class should be rapidly extended until all not adequately guarded at home are placed under strict sexual quarantine. Hundreds of known cases of this sort are now at large because the institutions are overcrowded.

"In a few years the expense of institutions and farm colonies for the feeble-minded will be counterbalanced by the reduction in the population of almshouses, prisons and other expensive institutions. When the feeble-minded are recognized in childhood and trained properly, many of them are capable of being supported at low cost under institutional supervision."

"Not that we regard the institution as the panacea for feeble-mindedness. If adequate institution provision were available to-day, it would not be feasible to secure the detention of large numbers of defectives, and those the most dangerous class, where parents or friends are unable or unwilling to see the necessity of such segregation. We have no laws compelling this action. The Anglo-Saxon respect for the liberty of the individual would make it difficult to enact laws compelling such custody. This difficulty would be approached by the suggested registration of the feeble-minded which would afford a basis for some sort of extra-institutional supervision and control. The observed misconduct and incapacity of many of these people would soon show the need of legal provision for their forcible segregation.

"In a rational policy for controlling feeble-mindedness, it is essential that we recognize the condition in childhood. Our compulsory school laws bring every child to official notice. Every case of feeble-mindedness should be recorded. At the proper time, the parents should be informed of the condition of the child, of the necessity for lifelong supervision, and of the probable need of institution treatment. Sooner or later the parents will probably be willing to allow their child to be cared for in the institution. The parents who are not willing should be allowed the custody of their child, with the understanding that he shall be properly cared and provided for during his life, and that he shall not be allowed to get into mischief, and that he shall be prevented from parenthood. Whenever the parents or friends are unwilling or incapable of performing these duties, the law should provide that the child shall be forcibly placed in an institution, or otherwise legally supervised."

"There are now special public school classes for the feeble-minded in most of our cities and large towns. These classes insure diagnosis and treatment at an early age, they help to inform the parents as to the dangers of their condition, and they admirably serve as clearing houses for permanent segregation before adult life is reached. They should be extended and increased in number."

"It is probable that education in the broadest sense, will be the most effective method in a rational movement for the diminution of feeble-mindedness. The public generally should be intelligently informed as to the extent, causation and significance by means of suitable literature, popular lectures and other means. There is now great demand for such information from women's clubs, church societies, charitable organizations, etc. General knowledge of this subject in a community will insure the rational protection and control of the feeble-minded persons in that community.

"If, as we believe, the prevalence of feeble-mindedness can be most effectively reduced by educational methods, the remedy largely depends upon the medical profession. The physician has knowledge of family histories and

tendencies. He has access to family councils. His advice in individual cases is eagerly sought and generally followed. He has exclusive opportunity to teach and inculcate certain accepted principles of practical eugenics.

"The most important point is that feeble-mindedness is highly hereditary, and that each feeble-minded person is a potential source of an endless progeny of defect. No feeble-minded person should be allowed to marry, or to become a parent. The feeble-minded should be guarded or segregated during the child-bearing period."

The whole of the discourse will be found in Appendix "H" for the benefit of those interested in the subject.

In May of this year, Dr. Fernald has added to this general survey some thoughts of a practical nature which deserve especial recognition, as setting forth the fundamental ideas to be kept in mind in any useful plan for the diminution of this distressing hindrance to social well-being:—

"The keynote of a practical programme for the management of mental defectiveness is to be found in the fact, which seems to have been proved, that those defectives who are recognized while they are young children, and who receive proper care and training during the formative period, are, as a rule, not especially troublesome after they have been safely guided through the period of early adolescence. Every child automatically comes under the control of the school authorities between the ages of six and fourteen. Every case of mental defect can be easily recognized during this period.

"At Waverley, a careful study of the discharges for twenty-five years showed that a very small proportion of the discharged male morons had committed crimes, or had married or had become parents, or had failed to support themselves.

"It has been fairly well demonstrated that the average male moron, without natural vicious tendencies, who has been properly trained in habits of obedience and industry, and who is protected from temptation and evil associations during the formative years, can be safely returned to the community when he has passed early adolescence, if his family are able to look after him and give him proper supervision. A very much larger proportion of these trained male defectives would be suitable for community life if the above described extra-institutional control and supervision could be provided.

"The average citizen is not yet convinced that he should be taxed to permanently support an individual who is capable of thirty or fifty per cent. of normal economic efficiency, on the mere theory that he is more likely than a normal individual to become a social problem.

"The after-care studies of the female morons who have received training in the institutions were not so favorable, but many of these led moral and harmless and useful lives after their return to the community. The study of discharged female cases at Waverley showed a surprisingly small number who became mothers or who married."

(11)—CLASSES NEEDING DETENTION.

Having now dealt with the general aspects governing the consideration of the proper way of dealing with the mentally defective regarding their proper care, the amelioration of their condition and the social problem they present, it is proper now to discuss some more specific questions properly arising therefrom. One of these is that of the classes clearly needing more or less permanent segregation.

Already, provision has been made in Ontario under the Venereal Diseases Act

for the medical examination of all persons committed to gaols, &c., as well as those in custody whether after or before conviction.

This examination is of course a physical one directed to the particular diseases specified. It is necessary to further extend these provisions so as to include a mental examination.

There are certain classes who will require indefinite incarceration either in asylums, hospitals or institutions and these will be found to comprehend chiefly those who now fill the gaols and penitentiaries and who after discharge are sure to reappear again for similar treatment.

Prostitution furnishes a very large proportion of those who not only on account of their peculiar vice but because they are mentally defective, tend to fall continuously into the hands of the police. It is a fact that feeble-mindedness has been found to be the prevailing cause which has led to their condition. With animal passions fully developed, and the sense of propriety and responsibility dwarfed, with deficient will power, these unfortunate women remain beyond the power of redemption if left at large. Hence it is imperatively necessary that they should be permanently deprived of their liberty in justice to society. But they are not outside the possibility of usefulness and while so confined they can and do perform manual tasks such as laundry work, sewing, weaving, cooking and such like occupations necessary in the upkeep of the various public institutions. It ought to be possible to provide for many of these in colonies near cities and towns where laundry or other work could be profitably done.

The latest statistics regarding prostitutes are those issued by the American Social Hygiene Association in July, 1919. They are as follows:—

33 per cent. of all prostitutes in the United States are feeble-minded.

This conservative statement is based on the following studies:—

Source of Data	Number of Prostitutes Examined	Per cent. found to be Feeble-minded
Illinois Training School for Girls:		
Olga Bridgman, M.D., in the Journal of the American Medical Association, August 16th, 1913, p. 471	104	97
Chicago Morals Court:		
Honorable Charles N. Goodnow, Judge of the Morals Court, in The Light, January-February, 1915, p. 28	126	85.8
A Segregated District of a City in Virginia:		
Special Report of the State Board of Charities and Corrections to the General Assembly of 1916, on Weak-Mindedness in the State of Virginia, p. 66	120	71.6
Chicago Morals Court:		
Ubi Supra, p. 25	639	62
Report of the Massachusetts Commission for the Investigation of the White Slave Traffic, So-Called, February, 1914, p. 28	300	51
Massachusetts State Reformatory for Women:		
Mental and Physical Factors in Prostitution, by Edith R. Spaulding, M.D., National Conference of Charities and Corrections, 1914, p. 223	243	49
California School for Girls:		
Journal of Delinquency, March, 1916, p. 23, by Grace Fernald, Ph.D.	124	34
Seventh Annual Report New York Probation and Protective Association, for year ending September 30, 1915, p. 36	164	34

Boston Municipal Court:

V. V. Anderson, M.D., in Journal of the American Institute of Criminal Law and Criminology, March, 1918, p. 904	100	30
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Bedford Reformatory, New York:

Katherine Bement Davis, Ph.D., in Commercialized Prostitution in New York City, by George J. Kneeland, p. 187-8	647	29
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Ninth Annual Report, New York Probation and Protective Association, for year ending September 30, 1917, p. 8	171	27
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Miss Alida C. Bowler, Field Worker, Ohio Bureau of Juvenile Research, Columbus, Ohio, in a "Study of seventy-five delinquent girls" says:—

"To the thinking persons of a practical turn of mind there soon comes the question as to whether all anti-social actors are reformable. Fortunately this has ceased to be a question. Recent studies of human behaviour in the province of both adult and juvenile delinquents show clearly that there are many individuals who no amount of training and no reforming agent, however efficient, can make into persons capable of proper self-control and self-direction. Spending years of expensive reformatory effort upon such persons is an unreasonable and uneconomical procedure."

In addition to the female delinquent there are classes of feeble-minded individuals from the brighter morons to those of lower grade who have, under our present conditions, become incurably bad, or non-social and who have been and still are criminals of the most persistent type. They also need permanent detention with such watchfulness as will, combined with appropriate work and labour, render them innocuous so far as the public are concerned, but will also enable them to contribute their usefulness in the particular institute which is appropriate for their case.

But both these classes form a comparatively small proportion of those who are feeble-minded and they present an easily understood problem and one which, although hitherto dealt with upon a wholly improper basis, is capable of being handled without much more trouble or expense than will be incurred in the providing of proper surroundings and their transfer thereto.

The institute at Orillia is the only one at present designed for these and other less difficult classes and unless there can be provided another establishment more adapted to their peculiar circumstances, their detention there is inevitable. But that their segregation is very vital to the success of either the institution or its colonies must be constantly recognized. The experience of Dr. Wallace, Superintendent of the Wrentham Training School is especially valuable. In his report of 1914 he says:—

"I wish to call your attention to the increasing number of defective delinquents that are being committed to this institution. They are not a class that should be assigned to a school for the feeble-minded. The institution is not designed or constructed to meet the demands of caring for them. They do not classify with the feeble-minded. They interfere very seriously with the ordinary amusements, joys and pleasures of the feeble-minded. They ridicule the best efforts of the employees for the interests of the feeble-minded. In fact, the optimistic and altruistic methods obtaining in the successful care of the feeble-minded are frustrated by this class, at every turn. The tender and considerate quality which is positively essential in the employees caring for the feeble-minded is used by the defective delinquent in gaining his own point, which is always injurious both to himself

and to the management of the institution. By his picturesque and notorious escapades in the community, the defective delinquent is more likely to gain the attention of the social worker and be sent to an institution than is the unobtrusive, deserving, feeble-minded person."

The problem of this type of moron is as yet inadequately recognized. The Hospital Development Committee of the State of New York point this out in their report of February, 1918. They say:—

"The feeble-minded delinquent comes usually from the high-grade defective or moron class with a mental development of from eight to twelve years and this class receives less attention in the matter of institutional provision than the lower grades. The lowest grade, idiots, with a mental development of from one to two years and the middle grade imbeciles, with a mentality of from three to seven years, because they are relatively easy to classify, have received far more attention and the great majority of them are now cared for. The moron, far more difficult of recognition and much more dangerous to society is likely to be overlooked until delinquency brings him before the courts. In proper institutions the higher grades of morons can be trained to usefulness and can be given their liberty under supervision but this result cannot be obtained in a correctional institution designed for the reformation of normal persons. Feeble-minded inmates of our State correctional institutions receive no benefit therefrom and affect injuriously the work of the institutions on the classes of inmates they are designed to improve."

The proper place for the segregation of this class is in the industrial colony. The result of their presence elsewhere is graphically portrayed in the following:—

"It is only a short step after all, in view of the numerous institutions which we now possess, to establish industrial farm colonies for defective delinquents. One of the great reasons for such a step is the fact that these persons are now spoiling the administration of existing institutions where they are kept with those of normal mentality. We recognize the ghastly futility of mixing first offenders with 'hardened criminals' in our jails and prisons and have established detention homes and other means for segregating these classes. But in doing so we have made just as great a blunder by herding together the degenerate boys with the normal and redeemable boys, and the degenerate girls and women with the girls and women who are of normal mentality. Reports from such institutions, disclosing the shocking perversions which are there rampant, illustrate most emphatically the need for segregation based on psychopathological differentiation.

"Illinois most realizes the need for the industrial farm colony for defectives and will probably be the first state to make the experiment. There is reason for confidence in this prediction.

"A practical objection often raised to this programme is based on the supposition that parents and relatives will resist such segregation. Dr. Hickson makes light of this objection. He says that the defective child is usually such a burden that his parents, once the situation has been disclosed, consent to continued restraint of this kind.

"To the argument of expense it may be said that these colonies will, on the whole, be more than self-supporting. Great problems of administration open up and a new field of work and study is offered to those who will manage the farm colonies. In relieving institutions now terribly embarrassed by the defective delinquent there will be a great saving in money, represented in improved output. And finally there cannot fail to be a saving generally to the state by closing the last great open gateways to criminality."

Dr. W. G. Hickson, Director of the Psychopathic Laboratory of the Municipal Clinic, Chicago, above referred to, is apparently of the same view in desiring separate treatment for those who are not yet entirely criminal in their instincts. He says:—

“There is a small but sufficiently numerous group, however, that will justify another line of treatment; this is the light borderland type who only occasionally succumb to delinquency, who might be properly trained by social workers. It might be well where such individuals have no home of their own to provide appropriate quarters and dormitories for them, enlarging and utilizing the present social service centres for such purpose. Paroled cases from the colonies could also be provided with quarters there while they were rehabilitating themselves. A certain amount of so-called criminality will be eliminated through more intelligent regulation and control.”

I am bound to say that there is and always will be a class of these delinquent defectives with whom no useful work can be done. They are incurably bad, probably because neglected when help would have been useful. But whatever the cause there is a residuum among defective delinquents who need to be confined and watched as closely as vicious criminals or the violent insane. For these, permanent detention is needed.

Another class that should be permanently cared for are the children of feeble-minded parents. Heredity is a recognized cause of mental defect and where a family is definitely established as feeble-minded nothing short of separating their off-spring from contact with the community will suffice to stamp out the terribly degenerating influence. The children can be dealt with as their disposition develops, but that they, in a special sense, represent a terrible menace to the public should be clearly recognized and dealt with in no uncertain way.

(12)—INSTITUTIONS NEEDED.

In dealing with the institutions needed in this Province, obviously their number and character will depend upon the completeness of the policy adopted and the view taken of the outlook of the work among the feeble-minded, as compared with the present accommodation.

But there are certain leading ideas which are common to institutional life and which must therefore determine the plan of such of them as are not necessarily located in urban centres.

These are that feeble-minded children, boys and girls, have just as much energy as those with better mental powers and love play as keenly. Their physical energy must have scope and employment.

This applies in a general way to those older, who must find in manual labour or in other necessary occupations, the outlet for their vitality.

The feeble-minded, too, if occupied, are much more tractable and less liable to give trouble. They need constant direction. As one witness said, “You supply the mind, they the energy.”

Open air life must be provided, both for the sake of health, for the production of food and other things, and for the accomplishment of much outdoor work.

The safety of the inmates must be ensured by precautions not so necessary among normal individuals.

The distance from city or town life must be sufficient to render evasion less easy and lessen the desire to escape.

Having these ideas in mind it is easy to see why institutions, now called

training schools, such as Letchworth Village, N.Y., Waverley, Mass., Wrentham, Mass., Vineland, N.J., and Rome, N.Y., all of which I have visited, are situated in the country at a considerable distance from any large city or town and yet not so far removed as to prevent the able superintendents from being accessible in cases of urgency.

I can, after personally inspecting these institutions in the U.S.A., and our own, and consulting with both state and institutional officials, recommend nothing better than the plan and operations of the Waverley, Wrentham, Letchworth or Vineland training schools, wherever it is desirable to plan buildings additional to those at Orillia, and wherever colonies are to be established as outlets thereto.

It is not necessary in this Report to describe the American institutions in detail, as I am submitting herewith their reports, with photographs and cuts.

I may, however, indicate something of their practical features.

The housing is carefully planned, having regard to health, light, air, and fire protection, and the cottage or separated plan is followed. There are baseball grounds and various amusements including a large and well-lighted recreation hall and a fine gymnasium. Upon the grounds, which are most extensive and amid salubrious surroundings, are to be found laundries, workshops of all suitable trades and occupations, well lit and arranged. The cooking is done in a separate building, the equipment of which is in all respects that of a model modern hotel kitchen. Heating and light are provided by a central plant and distributed to all the buildings. Farming, both grain and vegetables, as well as small and large fruits, is carried on. The output of the workshops and farm and of the colonies, supplies the parent institution, and is sent to other government institutions of the same kind, and the cost of maintenance is largely reduced by its value.

The inmates are of both sexes and all ages, girls and youths and the older inmates being separated, the very young being cared for by feeble-minded attendants supervised by trained nurses.

The extent, location and general layout of these training schools, as indicated above, is of a very great importance. Large areas are necessary and it is not an essential that they should be ready for the buildings. Very much necessary and useful work in clearing up ground sufficient for the buildings and making roads can be done before any permanent erections are begun. Indeed, much of the land, now growing crops or covered with grass, in connection with the institutions I have enumerated, was originally forest, stony ground or swamp, reclaimed by the feeble-minded boys and men, while housed in temporary buildings. The fact is that this has been accomplished and the roads and fences built and much of the rough work of building has been entirely done by these unfortunates. This indicates the great possibilities of using their labour not only in the laying out and cleaning up of the needed lands for the site of any institution or colony, but for such work as road-making, reforestation, clearing land of stones and stumps, draining, farming, etc., all of which adds to the productive wealth of the Province. It has this advantage, too, that it does not meet with any opposition from the farming community as would any attempt to sell the product of their industrial workshops. Suggestions have been made that laundry work might be done in colonies near the larger cities and towns where a number of girls might be kept well and profitably employed and where a mother with feeble-minded children could live and find work. Boys might, in like manner, be employed in winter in colonies in the more remote part of the Province in clearing up fire hazards, cutting deadwood, brush, etc.

The simpler and less expensive buildings for colonies are remarked on with approval in the report of the English Royal Commission in their observations on work in the United States as well as the classification which can be so well made where small separate buildings are used.

It is in these industrial results that the greatest satisfaction is given to those conversant with the difficulties of the feeble-minded problem. Industry or manual labour is the greatest personal benefit to the mentally afflicted and serves to keep them happy and contented. It forms the proper outlet for their energies, while the visible results of their labours, often crude but sometimes highly skilled, gives them a real satisfaction. The sense of accomplishment, because the tangible results are before them, exists in their minds and helps to keep them working. Another aspect is that while the output from the institutions and training schools is really considerable and of great use in supplying their own and other institutions, the mastery of a craft, however simple, enables many to be returned to the community where they can become useful even if backward members of society.

I have visited the Orillia Institute for the Feeble-minded after previously inspecting five similar institutions in the United States.

The situation, in point of attractiveness, a very important element in the care of the feeble-minded, cannot be improved.

The extent of the property is 475 acres, a good deal of which is under crops which are very successful, but a considerable portion of it, about 235 acres, is sandy and stony and unfit for agriculture, and the rest of it is in woodland. While some development seems possible in connection with the reclamation of more of the uncleared acreage, it is apparent that the usefulness of the Institution will be much increased by the acquisition of some better farming land, which can be, I understand, procured within a reasonable distance. At present, the farming is done to the limit of capacity so far as the land is concerned, but there is ability in point of workers to do more. The population is about 1,100. I may add that the successful farm colony at Templeton, Mass., is sixty-one miles away from its parent institution at Waverley. The area at or managed from Orillia should be increased to about 1,000 acres so as to give free scope for separate colonies to be easily established.

The main building is of the old fashioned kind, but was planned with due regard to the necessity for proper ventilation and lighting. It has wide halls and very spacious rooms and plenty of windows. It is not fireproof but from each of the dormitories on the second floor there descends to the ground a perfectly simple fire escape capable of being used by the inmates without any trouble and indeed, at the present time these fire escapes are a source of pleasure to them. They consist of large iron cylinders in which, instead of steps, there is a spiral slide so that all that is necessary is for the children to sit down on the slide and they go round and round a cylindrical route to the bottom, just as if they were tobogganing down. One of them did it for my edification while there, and others were most anxious to use it.

In the main building, where numbers sleep, and where, on the lower floors, classes are taught, the third floor is given up to cases incapable of looking after themselves. In the old cottages the top floor is occupied by non-workers and the lower by workers. I regard the use of the third or top floor in the main building as I have described it as most risky and dangerous. In case of fire, inmates of the most incapable type will have to be got downstairs or helped to the fire escapes. Arrangements should be at once made to shift them to the lowest floor which would accommodate them as well as the executive offices, from which they could

be entirely separated. Two so-called cottages connected with the main building by a covered way, both of most modern construction, and equalling, except in one respect, anything I have seen in the United States, have been erected within the last few years. One of these cottages is at present, and has been during the war, occupied by the insane, who ought to be accommodated in the Whitby Hospital Building. Very soon Whitby will be prepared to receive these lunatics, who will then be removed, and both cottages will be available for the feeble-minded. When that occurs I am informed that there will be sufficient room for satisfying the demand for accommodation but providing no relief in the future. And when a more comprehensive plan is adopted for identifying and classifying the feeble-minded as well as clearing the gaols and asylums of them, some further provision will undoubtedly be required.

In the rear of the main building is situated the kitchen and pantry departments which again are thoroughly up-to-date and sufficient, and beyond that again are the laundry, the central heating plant and the paint room. These latter are entirely in fireproof buildings.

I visited this institution before the classes recommenced and am very glad to be able to say that the whole institute bears traces of scrupulous attention to cleanliness and to a recognition of the necessity for cheerful surroundings and a pleasant outlook in dealing with the feeble-minded.

There are only two criticisms that I desire to make, neither of them reflecting upon the work now done at the Institution, but arising from causes over which those in charge probably have no control. One is the fact that numbers of the feeble-minded are housed, as I have indicated, in buildings which are not entirely fireproof. This is undoubtedly a disadvantage, because this class of patient needs the utmost protection that can be afforded them in cases of emergency. For low-grade mental defectives fireproof buildings are absolutely necessary in the opinion of Dr. Russell of Letchworth Village, N.Y. At the same time, it must be conceded that the main building, with its lofty rooms and large and spacious corridors and fire escapes, offers great facilities for safety. It lacks only the one element, i.e. fireproof construction, and this defect might be largely minimized by the erection of enclosed fireproof staircases at each end of the building, similar to those mentioned below, or by the shifting of the inmates of the top floor as previously mentioned. It is, of course, a factor in considering this point that idiots and imbeciles, as described in the definition found in the English Act, must be housed in an institution such as the one in Orillia and so their proper housing is a necessary thing to be provided for and cannot be neglected.

With regard to the two new cottages, while the main buildings are not fireproof, being fitted with wooden floors and wooden window sashes, yet at each end of each building there are enclosed and adequate fireproof landings and stairways which make excellent provision for the orderly withdrawal of the inmates in case of a fire in the building itself. Fireproofing is, of course, an additional safeguard, but I am unable to see that I can recommend anything in that direction at the present moment, except what I have mentioned. When any alterations or extensions are being provided for this should be an essential element.

The other defect is to my mind a serious one, when account is taken of the necessity for manual work, which is indispensable in the proper care of the feeble-minded, if they are ever to develop beyond the institution itself or are, if confined there, to lead a useful and happy life.

I find that the only occupations in which the patients are employed are, for the women, laundry work requiring twenty-one girls and women, and, secondly,

making clothes, repairing clothes for the male patients and knitting socks, requiring twenty-seven girls and women. So far as the men and boys were concerned, there is a carpenter and mason shop, where six are employed, a shoe-maker's shop, where cobbling is done, a tailor shop with seven boys, and a bakery with five boys. Some forty inmates are employed in teaming, three in painting and twelve in the garden. There are 110 domestics. This makes 163 about the houses and plant out of 438 engaged. It was explained to me that this paucity of work was due entirely to lack of an outlet for what could be produced in the institution, and if that want is allowed to exist, it is manifest that the institution can make no real progress as a leading factor in the care of the feeble-minded. I am unable to see why the Orillia Institute should not be encouraged to undertake, in addition to increasing what they are at present doing, such additional work and instruction in such trades as experimental fruit growing, ditch digging, plumbing, steam fitting, re-forestation, poultry farming, raising more hogs, weaving wool and linen, embroidery, toy making, clay modelling, etc., or operating a canning factory, so that the other institutions under Government care throughout the Province should receive all their supply from Orillia or, at all events, a large proportion of it. These are the gaols, penitentiaries, asylums for the insane and others to which the Government makes a yearly contribution. This is the plan adopted in the United States with very great success, and it is of enormous advantage as it enables the authorities of such an institute to employ all but a very few of the inmates in a variety of work, which uses their physical energy, keeps them out of mischief and accomplishes surprising results, which it is recognized is of the greatest help to each feeble-minded individual.

At Wrentham, Mass., and Vineland, N.J., poultry are raised under an experienced head, and at Waverley, Mass., the women conduct a successful canning factory.

This matter is extremely important, and I wish to lay emphasis on it as strongly as I can, because the industrial idea in these institutions represents the whole advantage in their progressive life. When inmates are received, they can at once be put to work which suits them. They can be kept at it. Those who become trained are then material for the foundation of a new colony where their work can be carried on and their production maintained, while room in the parent institution is made for the new-comers, who then undergo a like systematic training. This applies with equal force to the farming carried on. Unless the inmates of an institution such as Orillia, when trained in farm labour or in clearing ground or in industrial and manual pursuits can be moved out from the Orillia Institute so as to make room for others, they will remain on hand, blocking all further progress and necessitating the erection of buildings where others can be similarly housed and trained. This involves a useless waste of money and energy, when, if the colony system is adopted, with its far cheaper construction, its open air life and smaller cost of management (as it is supervised from the parent institution) it supplies the proper home and ideal surroundings for its inmates. By their division into groups competent to do certain classes of work and their distribution into suitable colonies the productiveness of the entire number is increased and in that way colonies are the proper and necessary supplement to the parent institution. The colony system is in operation in England and in seventeen of the United States.

The proper population of a colony is variously stated. Dr. Fernald thinks seventy-five to one hundred is the limit, while Dr. Bernstein makes it twenty to

twenty-five. Both agree that there should be separate colonies for certain members of each sex.

In the respect I have mentioned, Orillia is deficient, and I feel confident when this matter is taken up, no better step could be taken than to arrange for a proper system of production and the distribution of both farm products and industrial output among the various institutions of the Province, and also in place of money to those institutions to which the Government at present gives a grant in cash. There is no reason why money should not be superseded by a supply of vegetables, the furnishing of clothes or other articles needed by the inmates. Whatever else is done, the manual training and industrial work must be increased and facilities for it provided. It is the salvation of the feeble-minded and there is no other way than the one pointed out, of removing their influence from those activities or institutions where it makes for inefficiency, and from the community.

The Superintendent and staff at Orillia are fully aware of this lack of effectiveness and are anxious to embark on a larger scheme for increasing the output if they can find a proper outlet for it, or failing that, if they can have facilities given for extension of their present work. Mr. Downey, the Superintendent, in his report for 1913 said:—

“More and more the value of the industrial training of the feeble-minded is borne in upon us. The field of labour in which this class can be trained to perform useful service is not so circumscribed as might at first appear. Among girls, needlework is one of the most interesting and beneficial occupations. From the sewing-classes to the sewing-room, where all the knitting and seamstress work for the female side of the hospital is performed, our girls are graduated and many of them acquire a remarkable degree of neatness and thoroughness. We have girls who grade low in the mental scale and yet are capable of executing the most beautiful embroidery. Sewing as an occupation is not so popular nor so easily developed among the boys. In our tailor shop, however, we have some lads who can make plain garments very nicely, and they take great pride in their work. Mat making, weaving, and basketry, etc., are lines of work which the feeble-minded takes up very readily. Once the fingers are trained to follow a pattern or go through a series of movements the mastery of more difficult and intricate combinations can be accomplished by easy gradations.

“Outside employment must take first place in the industrial economy of an institution such as ours. The boys from the construction work, from the garden, the fields, the bush and the stables are the healthiest and the most contented. They swing through their day's work in a cheerful manner and at night they are tired and happy. Holidays and the days when weather conditions prevent outside work are productive, I believe, of more trouble in the wards than all the other days of the year put together.”

I have already pointed out how far short the performance falls of the full attainment of the benefits thus admirably sketched.

I should like to add here a word or two from Dr. Hickson, Medical Director of the Psychopathic Laboratory of the Chicago Municipal Court, who, when considering the cases of the “repeaters,” really touches on the fundamental reason why the colony system is necessary and successful, and that is, that it provides for them the environment suited to their case. He says:

“Environment is man-made, made by dominants for dominants, with little consideration for the recessives who are represented in the population numerically at about two per cent., but in the matter of cost in taxes at anywhere from twenty-five to fifty per cent., which only covers the public institutions for the insane and

feeble-minded. It is hard to estimate their cost in indirect taxation, such as the police and detective forces, courts, prisons, gaols, reformatories, the various eleemosynary institutions, etc. *Then there is their waste and damage industrially and elsewhere, and the general friction and disorder and accidents for which they are responsible."*

There will always be, and this must be kept in mind when considering accommodation, a certain number of the defective delinquents to whom even a farm colony will not be suitable because they will not fit into the scheme. I have mentioned this before, but it is well to have it clear. They must be provided for in an institution or in quarters therein, penal or corrective in character. They are disturbing elements to any ordered plan and will wreck a colony group if put with it just because their criminal instincts so far dominate them that work and exercise is not effective to direct them otherwise. In reference to industrial gaol farms now in operation, I am satisfied that these are not in any way suited for the mentally defective who must develop along other lines than those designed for normal persons detained for limited purposes. In these corrective institutions the feeble-minded stagnate and vegetate because the methods and regimen are not suited to their case. They are not getting the right treatment nor is it fair to the ordinary inmate of the gaol farm that he should have to sit, work and eat with those of a lower grade of mentality.

In any complete scheme for the care of the feeble-minded it is plain that while institutions such as Orillia and their supplementary colonies are the core of the system, there are some others which are necessary accessories.

One of these, in any large centre, is a Reception Hospital where suspects can be received and kept under observation.

This is a most essential feature. Not only must there be some place where those coming before the courts or falling into the hands of the police, whose mental condition is doubtful, can be housed and detained, but children and adults from all over the Province whose examination is desired, should be provided for. Lacking it, conditions become deplorable, and mean that the gaol must receive these unfortunates or private or official kindness must undergo a tremendous strain in caring for them meanwhile.

It cannot be too strongly emphasized that the mental condition of many persons whose minds are defective, and their actual classification, should be most carefully considered by observation over a shorter or longer period, and that this cannot be efficiently done without provision being made for its proper accomplishment. In Appendix J will be found a most excellent report on this subject, issued in 1916 by the New York Probation and Protective Association. The providing of a clearing house is one of the chief recommendations made in another most valuable report issued in February, 1919, by a Special Commission, of which the chairman was Dr. Walter E. Fernald, extracts of which will be found in Appendix K. I find also this feature recognized by the English Royal Commission, who in their recommendations provide for Receiving Houses or Reception Wards "for the reception and observation and temporary treatment of cases of mental defect," and suggest the imposing upon the local public authorities a statutory obligation to provide them.

An important publication on the institutional care of the insane in the United States and Canada, published in 1917 by Johns Hopkins University, Baltimore, Md., contains a very interesting history of the Reception Hospital in Toronto, now closed to new patients, from which it would appear that there has been a great falling off from the ideas which prevailed as long ago as 1908. It states:

"The Ontario Government, inspired by Mr. W. J. Hanna, in 1907, sent a commission composed of the Hon. Dr. Willoughby, Dr. C. K. Clarke, and Dr. Edward Ryan, abroad to study the psychiatric hospitals of the old world, particularly in Germany, especial attention being given to the Munich Clinic under Professor Kraepelin and Professor Alzheimer. The findings of this committee are recorded in an elaborate and interesting report published in 1908. As a result of this publication the Provincial Legislature determined to erect a psychiatric clinic in Toronto. Architects were consulted and an appropriation of \$100,000 passed in order to make a commencement. The idea was to build this clinic in the neighbourhood of the magnificent new Toronto General Hospital, in order that University students would find it easily accessible and so that an intimate connection between it and the hospital might be maintained. Everything pointed to a successful issue of this scheme. Difficulties arose, however, over a suitable site; petty jealousies developed among asylum men outside of Toronto, and a good deal of unfair and small-minded criticism was indulged in by those who did not understand the problem. Consequently Canada lost its opportunity to make the first really great advance in psychiatry in America. To the United States, therefore, goes a credit which should have been earned by Ontario.

"In the meanwhile the population of Toronto was growing with phenomenal rapidity and the asylum was found to be totally inadequate to meet the demands for room. The gaol was rarely without forty to sixty insane inmates, in spite of the fact that the law specially insisted that gaols should not be used for the detention of such persons. Even as long suffering and indifferent a public as that of Toronto eventually protested against the abuse, and, after several half-hearted efforts to remedy the evil had failed, Dr. R. W. Bruce Smith, Inspector of Hospitals, who had always been a warm advocate of the psychiatric clinic, introduced an influential deputation of city officials and prominent citizens to the Hon. W. J. Hanna. This was done with the idea of finding temporary accommodation for such a clinic in part of the old Toronto General Hospital on Spruce Street, which had been vacated. The outcome of the interview was the establishment, on July 9, 1914, of a Reception Hospital in what was formerly known as the gynæcological pavilion of that institution. This furnishes accommodation for forty-two patients. It is really a clearing house, where the mental status of numerous patients brought to it is determined and the proper disposition of them made. It does away with the disgraceful gaol system and to a great extent accomplished good work. Dr. Harvey Clare, assistant superintendent of Toronto Asylum, who had a broad psychiatric experience, was appointed medical director of this important branch."

The fate of this useful adjunct to the care of the mentally afflicted is given in the following statement supplied to me by Mr. David Chisholm, Property Commissioner of the City of Toronto. He says:

"In the year 1914, the city, at the request of the Provincial Secretary's Department, established a Reception Hospital principally for the care of persons who were then being sent to Toronto gaol, pending examination as to their mental condition. The hospital in question was established in the building formerly known as the pavilion in the old General Hospital grounds, and although not equipped in a modern method, it served the purposes, the city undertaking to instal the necessary baths for the treatment of nervous ailments, as well as other equipment. The location was suitable at that time, being private, and allowed such patients as were not bedridden, to obtain exercise in the grounds adjoining. After the outbreak of war, it was found necessary to utilize the old hospital buildings as a Military

Hospital, and the pavilion being urgently required, the city was requested to find other quarters, on the understanding that they would be of a temporary nature, and in October of 1915 the Hospital was established in Trinity College grounds, in the building known as the Bickford residence, situated in the north-west corner of the said grounds. The building itself was in a dilapidated condition, and not suitable for the purpose. However, minor repairs were made, and a general clean-up effected, but this did not meet the requirements of the Government officials in charge of the work, but with the war in progress, the Government continued to use the building, although at great disadvantage.

On April 9, 1919, the Government served notice upon the city to the effect that on May 1 the building would be closed, unless the city would show an inclination to erect new and up-to-date quarters. Accordingly, the Board of Control directed the Property Commissioner recently to report to them what sites were available whereon to place buildings to carry on the work. That official has been inspecting different localities throughout the city, but owing to the nature of the proposed institution, there is a disinclination on the part of any neighbourhood to having the buildings situated in their midst. However, there is no relaxation on the part of the Commissioner in endeavouring to obtain a suitable site.

"The Property Commissioner had also requested the City Architect, after consultation, to prepare plans of a building which might be used for the purposes of a Reception Hospital, and suitable for the accommodation of approximately sixty patients, together with a staff of twenty-five, this capacity being agreed upon by the Provincial Secretary's Department. This plan has now been drawn, and the officials of the Government invited to inspect it on Tuesday, the 9th September, 1919. It has been claimed that it would have been better to ascertain the size of the lot which might be required prior to preparing the plans for the building, and I have ascertained that the approximate size of the lot would require to be 300 ft. by 200 ft. to 225 ft."

I am informed that the plans have been inspected. But in the meantime, since 1st May, 1919, the Reception Hospital, as a receiving house for new patients has ceased to exist. I hope that something will be done at once to resuscitate this indispensable institution, the present state of which is described by one medical witness before me in the following words:

"At the Reception Hospital there are two large rooms, and I will take Dr. Clare's statement that a shocking state of affairs therein prevails. The sanitary conditions are shocking and the segregation of different classes in one room is very unfortunate. There will be a case of acute insanity in one bed and one of senile dementia in the next, and people are dying there, too—the conditions are altogether terrible. The building itself is in a dreadful state. It is not equipped for human habitation. I think there is one bath tub for all these classes of people suffering from venereal disease and other conditions, and instead of the institution being a credit to the city and of use in the treatment of cases of mental trouble it is simply going back to Middle Age conditions. It seems to me it is a very great pity there is friction between the two bodies. Q. What is the exact function of the Reception Hospital? A. It is a clearing house for mental troubles. Those who are obviously insane and not likely to be benefited by treatment are passed on to the Hospital for the Insane. Q. Who is in charge of it? A. Dr. Clare, but he is only there part time; about two hours each day, I believe. They should not criticize the people in charge of the institution because they are doing their best under very adverse circumstances."

According to Dr. Harvey Clare, its Medical Director, while it is most unsuitable, it was always full, with a miscellaneous collection of ages and troubles.

In a memorandum submitted to me in January, 1919, by the Toronto Branch of the Provincial Committee for the Care of the Feeble-minded, appears the following:

"Some years ago an Act was passed by the Province authorizing the establishment by cities of 50,000 population of Reception Hospitals to be operated by the Province. Toronto is the only city that has established such a hospital so far, and the institution in Toronto has been far from adequate both with reference to the plant which is supplied by the municipality, and the staff and maintenance, which are supplied by the Province. In spite of almost impossible conditions, the hospital has made a real contribution towards solving the problem of mental defect in Toronto. Legally, the Reception Hospital is only for the observation and diagnosis of cases of suspected insanity, but in practice a broader view has been taken. In fact, it would be absurd to require a differential diagnosis as between feeble-minded and insanity before the patient is admitted to an institution whose sole purpose is diagnosis and classification. All cases of suspected mental defect can be sent to the Reception Hospital for observation; there an attempt is made to determine the type and suggest the best disposal of the case.

"The Reception Hospital depends for diagnosis largely upon fairly prolonged observation of the patient in the institution, on the principle that to know a person you should live with him. This presupposes a resident physician, which is impossible in the present building in Toronto because of the lack of living quarters. Moreover, normally the Superintendent is only able to give about two hours a day to the wards of the Reception Hospital, as he is also Assistant Superintendent of the Hospital for the Insane. His third position of Inspector of Gaols makes it necessary for him to visit every gaol in Ontario in the next three months, so that even two hours a day is more than he could possibly expect to give to the Reception Hospital.

"The Reception Hospital observes the patient under quite abnormal conditions, so that careful reports on home conditions, history, etc., are essential to really efficient work. It is lack of staff and accommodation that accounts for the meagre use of histories, home reports, etc., in the Toronto institution, and not on the mistaken conception of the hospital's work."

I find that on March 28, 1916, the Provincial Association for the Care of the Feeble-minded made the following recommendation:

"It is further recommended that the physicians be requested to fit themselves to become specialists in the study of mental defects, as at present we have too few experts in this realm of science, and that in the opinion of this Committee there is great need for the establishment of a clearing house, along the lines of the New York Clearing House for Defectives, and we as members are desirous of securing provision for the same."

The absence of a clearing house in connection with court work, probation and parole as a great handicap is well described by Anne T. Bingham, M.D., Medical Director, New York Probation and Protective Association, New York City, in this way:

"This results in injustice, in increased expense, and where mental defectives or psychopaths are sent to reformatory institutions, in adding greatly to the disciplinary problem, since these persons with abnormal mentality do not readily adapt themselves to the routine of an institution, and in their continued maladjustment, they form the bulk of the disciplinary cases.

"Injustice is done to the defective individual by forcing on him treatment intended to benefit the normal and hence the responsible; injustice may be done to society by relieving it only temporarily of feeble-minded, epileptic, or insane persons whose presence in court indicates a delinquent tendency, and who furthermore are not unlikely to be infected with communicable diseases.

"Expense is increased by improper commitment which necessitates, or which should necessitate, later recommitment. The problem of recidivism alone, suggesting as it does, failure, not merely on the part of the individual, but in the several dispositions of his case as well, should constitute an unanswerable argument for a thorough study of the repeater."

From the foregoing it is evident that, even with the limited scope of a clearing house, the Toronto Reception Hospital failed to operate as it should and it was not even equipped or staffed so as to enable it to function in any useful way as a preparatory step in the larger field of psychopathic hospital work.

This latter department should come into being at an early day, and will doubtless do so when its value and its necessity have become evident. At present there is a wretched and unsuitable Reception Hospital, inadequate for the purpose it can and should serve, and yet its imperfect service actually serves to obscure the need for the psychopathic hospital as a modern and proper element in helping the community by caring for and classifying the mentally defective.

In recommending the early establishment of a psychopathic hospital in New York City, the New York State Hospital Development Commission says:

"A psychopathic hospital is one which is devoted to the care and treatment of incipient, or acute or recent mental disorders, and exists for the principal purposes of giving to these patients the best possible treatment with a view to returning as many as possible of them to their families or friends without the otherwise unavoidable stigma of enforced residence in a State Hospital for the Insane.

"Lacking as it does most of the characteristics of an ordinary hospital for the insane, it induces many very early cases of mental disorder to apply to it for relief and so prevents them from going on to definite and often permanent insanity, before receiving treatment.

"A psychopathic hospital should have an essential feature, an outpatient department where the milder cases of mental trouble can be treated, and which can serve as a centre from which parole and discharged cases from the associated state hospitals can be followed, and so the number of paroles may be increased and the number of relapses diminished; in all of these ways lending valuable aid to the community and proving a source of economy to the State.

"The disorders of the mind are coming more and more to be regarded and treated from the same point of view as are the disorders of the body, and so a psychopathic hospital should be regarded as serving the same purpose in preventing fatal or permanently disabling disease, as do the numberless hospitals for the maladies of the body, which have come to form a necessary feature of every civilized community.

"A psychopathic hospital also serves as a distributing agency for mental cases, and a place where those that are obscure may receive intensive study before being committed to a hospital for the insane."

Psychopathic hospitals such as described have been established in Chicago, Baltimore, Boston, Ann Arbor, Bedford Hills, N.Y., and Syracuse, N.Y., while many more cities have psychopathic wards in general and other hospitals. In England, Sir Leslie Scott, K.C., M.P., Chairman of the Central Association for the

Care of the Mentally Defective, says: "If there were some clearing house where all doubtful cases could be sent to undergo a period of observation in order that skilled persons may decide to which class they belong, it would greatly facilitate sound classification."

While a psychopathic hospital in the proper sense of the term is necessary and must be provided sooner or later, it is cheering to know that a beginning has been made in Toronto in the direction of establishing a Psychological Laboratory. This laboratory was inaugurated on October 1st, 1916, with Dr. C. K. Clarke, as Chief of Staff, and associated with him, Professor W. G. Smith, and members of the Staff of Psychology of the University.

The laboratory itself is situated in the west wing of the main building of the University College.

The function of the laboratory is as follows:

First: To investigate intensive cases of juvenile mental abnormality, referred from the Psychiatric Clinic of the General Hospital, this investigation to be carried on not only in the laboratory, but also in the home.

Second: To communicate results to Juvenile Court, Board of Education, Department of Health, or whatever organization is interested in the case in hand.

Third: To try out methods of treatment for these cases and note results.

Fourth: To place all findings of the laboratory at the disposal of students interested in mental abnormality.

Fifth: To place prospective teachers of the feeble-minded in a position to intelligently take up their duties.

Sixth: To send out literature concerning mental abnormality to school teachers and others from time to time.

Seventh: To co-operate with the Psychiatric Clinic of the Toronto General Hospital, to organize a bureau of information concerning the feeble-minded and insane.

It is deserving of encouragement and aid in order that it may perfect its equipment and staff and extend its influence.

Private Institutions. There seems no good reason why the Province should object to the opening of private institutions for the care of those of the feeble-minded whose friends are willing to pay well for their proper care. The Board of Control under the British Mental Deficiency Act, 1913, have shown every encouragement to all types of voluntary homes, and, as such they can find a recognized place in the wide field of work for defectives. But before allowing any such home to commence operations, its plans or buildings and the general equipment, including its staff, should be approved by the Provincial Secretary's Office. Each one should be inspected annually, and it should be insisted that the highest type of service and surroundings must be provided.

There are excellent examples of these institutions to be found in the States of New York, Michigan, Wisconsin, Illinois and California, while in England they are recognized and licensed. Some of these in both countries are in charge of religious orders or of physicians and bring in a substantial income, which is often spent in the development of the institution.

In this sort of home, space could be found for the care of infant children who are mentally defective whose parents can pay for their support. These infants complicate the work of children's hospitals and other institutions or prove too heavy a burden in a family of growing children, and there should be somewhere to place

them out. I do not think that this should be the normal destination of these little unfortunates but only an alternative. They are properly to be cared for, and either in private homes or in a public institution there should be a place provided for them where they could be watched, and those cases which seem most promising could be helped to develop to the full extent of their powers. Dr. Bernstein advocates wards for feeble-minded infants as part of the equipment of orphanages. Dr. Helen MacMurchy advocates, as do many others, the teaching of children from three years old, and points out that home care really takes the time and occupation of three persons. In the Orillia Institute those under six years of age are not admitted. The Home for Incurable Children in Toronto, while no place for feeble-minded infants, has perforce to care for them to the great detriment of its work.

Miss C. Fleming, Superintendent of the Home for Incurable Children, says in answer to questions by me:

"Q. You cannot take in mental defectives? A. We are not supposed to do so, but very many apply. Eighteen cases have applied and have been refused since April, and I have to refuse one or two practically every week.

"Q. Have you any idea as to where they go? A. No. You see, they are too young to go to Orillia, many of them, under six years of age, and they have to be kept in their homes at the risk of being a menace to other children in their homes. Mrs. Thompson's child had to be refused because he was an active imbecile. We have always a number of children who are feeble-minded, but they are in bed: a little child crawling about everywhere is such a menace to the intelligence of other children.

"Q. Why a menace to the intelligence of the other children? A. Because the children copy an abnormal rather than a sensible child, and also because we have not sufficient nurses to look after them, and they may fall down around the school."

Dr. C. M. Hincks says:

"We have had many applications for children under six years of age, soldiers' children, and in one case the son of an officer overseas, doing his bit. His unfortunate wife has to move from house to house because no one will permit her to remain on account of the fact that her boy is an idiot who is constantly screaming. Those few examples will give you some idea of the magnitude of the problem."

If kept in an institute for the feeble-minded, Dr. Russell of Letchworth Village says that the idiot children should be kept away from the other graded children in an infirmary, and that Dr. Bernstein takes them in at Rome; that they will take them in at Letchworth Village when they get matters settled there, and that the New York institution at Randall's Island takes all grades and a few more.

In making a recommendation about private homes for the mentally defective, I must not be understood as suggesting that they should in any way take the place of proper accommodation in public institutions. They form at best a place where anxious and sensitive parents can find something less public and less social than a training school, and they secure that at the expense, in my opinion, of the real interests of the child. Unquestionably the child is better off in a larger group of similar children just as public school life is best after all for the average boy and girl.

Again, no private home can supply the work and play necessary in a child's life, nor is it likely to be as up-to-date in its methods or as sensitive to progress as a public institution. There the heads of departments are engaged in what is more or less professional work and in touch with others doing the same thing and studying the same problems on a large scale, and this lack of outlook and opportunity will

always condemn the private home to the position of an alternative lacking just those elements which make the public institution a success, but offering to a sentimental but mistaken feeling something in the nature of seclusion and stagnation. These observations will show why I think that ample provision should be made by the Province and municipalities for the mentally defective, and why in such provision there should be taken account of the infant defectives as a class. The duty is a public one and either in a separate ward in recognized orphanages or in a Provincial institution, accommodation should be provided for these children.

I should here mention the plan of the City of Toronto, which was a few years ago almost carried into effect, by which the city was to found two institutions (one for boys and one for girls), of the industrial farm colony type, near Toronto. and spend \$150,000 on their equipment.

This involved the using of part of two farms at different points, one west and one east of Yonge Street, the city contributing towards the upkeep \$100.00 per inmate, the Board of Education and the Separate School Board, \$100.00 per pupil, and the Provincial Government \$50.00 per annum.

This will be found fully described on pp. 540, 842-843 of the evidence given before me and gives hope for the future when the Government of this Province formulates its policy for dealing with this subject. The scheme seems, however, to lose sight of the difficulty of managing such widely separate colonies effectively without an institution as a central governing force, and needs reconsideration in this direction. But as the need for room for all kinds of mental defectives is most urgent, I am not desirous of saying a word to discourage or delay municipal effort in the direction indicated.

Institution in Northern Ontario.

I should also draw attention to the conditions existing in the northern portion of the Province as described to me by Mrs. Allen (p. 84), Dr. Mary E. Smith (p. 86), and Mrs. Todd (p. 84), supplemented by Dr. Harvey Clare at pp. 178, 179, 180, which indicate the real necessity for development of the institutional and colony system in that region on the general scheme of the Orillia Institute, with tributary colonies attached thereto.

Refuges.

I ought to mention here the Refuges which exist for young women in the City of Toronto and elsewhere. In general the position of these has not been selected with any idea of suitability, and the buildings and plant generally are not such as would now satisfy the public as supplying what is needed for the inmates. Some definite attention should be given to these institutions, and if possible their removal to a short distance from town should be insisted on, and indeed assisted, if their funds will not permit of the change. Education in them should be compulsory for those capable of literary studies, and those who are not should be provided with proper and sufficient industrial and manual training in special classes. The time has gone by for the institution that is not making progress and represents only a benevolent impulse without sufficient means or adequate ideas of improvement.

From the foregoing it will be evident that the determination of the mental condition of children and adults and of criminals, with a view to settling their future, demands the provision of proper outlets for them and their active lives. With a Detention Home School at a few centres in the Province for those feeble-minded found in rural areas, with which I deal later, and with one or more new Training Schools or institutions such as I have already mentioned, with colonies

branching out from them to receive those properly trained, and with the supplementary institutions discussed in this section and those dealt with later in connection with the Juvenile Courts, there will be an adequate and systematic class of institutions for dealing with the feeble-minded in Ontario.

Dr. C. L. Carlisle, Superintendent of the Division of Mental Defect and Delinquency and Director of the Bureau of Analysis and Investigation in New York State, in an article published in 1918 by the New York State Board of Charities, has made a most valuable contribution as to the necessity of the various institutions being complementary to one another, their consequent scope and equipment and the proper methods of dealing with all classes, sexes and ages therein, and I have added it as Appendix B to this report.

(13) IMPORTANT RESULTS OF INDUSTRIAL TRAINING.

No one will be disposed to doubt the value of industrial training for the feeble-minded nor the importance of manual labour both indoors and out. But it is not so evident to the public that this will do any more than keep the mentally defective occupied and therefore out of mischief. This part of the subject is so vital in its relation both to the happiness of the individual who is subject to mental defect and also to the success of any well-laid-out scheme for increased provision for the feeble-minded that I have collected much information upon the subject, in the hope, now shown to be well founded, that it would be demonstrated that useful work of all kinds can be provided, suited to the capacity of the feeble-minded, and when tried, made so productive as to ease the financial burden of the Government to a much larger extent than has been realized.

Mr. J. P. Downey, Superintendent of the Orillia Institute, has said before me that:

“Turning to the needs of this Hospital, we would unreservedly say that the greatest is the development of industrial training and industries. Up to the present we have been so crowded that we could not find room for more teachers or space for additional classes or shops. Now, however, we are in a position to go forward. The building programme which has been prosecuted unremittingly during the three years should be rounded out by the erection of an industrial centre. Here can be established weaving, brush-making, broom-making, mattress-making, furniture manufacturing, etc. Confined to our own necessities in these branches, we could not go very far, but if it should be possible to find an outlet for the manufactures or products of our Hospital we could make this industrial centre a source of some profit and a most decided factor in the training and usefulness of our patients. An idea of the limited scope of our industries at present may be gained from the fact that three girls in our sewing room can knit all the socks required for the Institution by working one day a week. Shortly after the war broke out we were asked to make five hundred suits of pyjamas for the Ontario Hospital at Orpington, England. Through some mistake the material did not reach us until within six days of the date the manufactured articles should reach Toronto. We put all our force to work on the contract, and inside of five days the five hundred suits were completed and on the sixth day reached Toronto. Under normal conditions our sewing-room turns out all the dresses and other clothing for the female patients, all the house linen for the Institution, and makes and repairs all the socks worn by the patients. This keeps about twenty of our girls constantly employed. Had we the work we could probably double this number without seriously interfering with other departments.”

Dr. A. F. Tredgold, Consulting Physician to the National Association for the Feeble-minded has this to say upon this point:

"It is a well-recognized fact that the mentally deficient child learns more with his hands than with his head; whilst his future is far more a matter of manual than of mental dexterity. Industrial and technical training, therefore, is at once an educational factor of considerable importance, as well as the only means of turning these unfortunate children to practical account. It has been shown that, as a result of this training, a considerable number of the milder aments become capable of remunerative work; and even where the social position is such that this is unnecessary, it is still of the greatest use in providing them with employment. The teaching of a definite occupation, then, should never be omitted, and should, if possible, be begun during childhood or adolescence. One cannot but feel that in many instances there is a tendency to allow school training to go beyond its real purpose—that of cultivating intellectual and nervous action generally—and to make it too scholastic."

Extract from Report of the Hospital Development Commission of the State of New York, February 18, 1918:

"We would like in this report to say a word about the farms which the State operates in connection with its hospitals, prisons, and charitable institutions. The Commission recognizes the great therapeutic value of these farms, for they provide healthful labour for insane, feeble-minded, criminals and other wards of the State. This is especially true of the insane, and it is the consensus of opinion among all the hospitals that from the standpoint of cure alone these farms are well worth their cost to the State. However, these farms have another value. At the present time the production of food is perhaps the most necessary single industry in the world. *There is no reason why these farms should not be made an example to the rest of the State in scientific agriculture.* The management of these farms, by the law passed last winter, was definitely placed in the Agricultural Department. That they are not even now unprofitable is shown by the figures prepared by the Agricultural Department, which will be fully set out in the report of that department for the past year. The following figures will give briefly the final result for the year 1915. The total investment of the State in these institutional farms was \$2,800,692. The total market value of farm and garden products was \$1,187,570.13. The total profit without charging interest on investment or inmate labour was \$352,456.

"While there is a great difference in the percentage of profit in the various institutional farms, some running high and some even showing a loss, this is not entirely due to the management, as the capital investment and the quality of soil vary very materially in the different institutions, but we feel sure that with proper management every institutional farm can show a profit, and that with further development a large and increasing proportion of the food necessary to support the various institutions can be produced on their farms. But this desired result cannot be accomplished unless the State recognizes its importance and provides the means and facilities necessary to produce the highest efficiency in supervision and management."

Following is an account of the Colonies in New York and Massachusetts:

"Within the last eleven years the Rome State Custodial Asylum has established fifteen colonies, nine farm colonies for boys and six industrial colonies for girls. The farm colonies average about twenty boys and the industrial colonies

from ten to twenty-five girls each. From a financial standpoint one of the girls' colonies is more than self-supporting, and all of the colonies have produced a marked improvement in the inmates.

"At Templeton, Mass., a farm colony is conducted in connection with the Massachusetts School for the feeble-minded located at Waverley. This colony was established eighteen years ago on a tract of 2,000 acres comprising seven abandoned farms with houses and farm buildings. Its population to-day is 314 inmates and 52 employees, and its maximum practical capacity is between 1,000 and 1,500. The boys till the ground, cultivate the crops and care for the stock, supplying the colony and the parent institution at Waverley with farm and dairy products. This colony has been a success from the start in the marked improvement shown by the boys: about two hundred of them have been given their liberty. This is the largest and oldest colony, and the boys are sent there only after receiving a thorough preliminary training at the Waverley institution."

Meredith Young, M.D., Chief School Medical Officer, Cheshire, Eng., Education Committee, 1916, says:

"Seguin, who is, practically speaking, the father of all schemes for the advancement of mentally deficient children, writes after thirty years' experience of this special work as follows:

"Idiots have been improved, educated, and even cured; not one in a thousand has been entirely refractory to treatment; not one in a hundred who has not been made more happy and healthy. More than 30 per cent. have been taught to conform to moral and social law, and rendered capable of order, of good feeling, and of working like the third of a man; more than 40 per cent. have become capable of the ordinary transaction of life under friendly control, of understanding moral and social abstractions, or working like two-thirds of a man; and 25 to 30 per cent. have come nearer and nearer the standard of manhood, till some of them will defy the scrutiny of good judges when compared with ordinary young men and women.

"The statistics of the Royal Albert Asylum, Lancaster, with regard to the after career of youthful idiots and imbeciles discharged on the completion of seven years' training, show as follows: 10 per cent. earning wages; 5 per cent. remuneratively employed at home; 3.5 per cent. capable of earning wages if suitable situations could be found; 22 per cent. useful to their friends at home; 22 per cent. of little or no use; 29 per cent. finished up in the workhouses and lunatic asylums; the remaining 8.5 per cent. had died.

"The American experience is that from 20 to 30 per cent. of the pupils trained in institutions for the feeble-minded are discharged as absolutely self-supporting—i.e., they can go out into the community, secure and retain a situation and spend their earnings prudently. Over 50 per cent. of the higher-grade adults who have been trained for a considerable time are capable under intelligent supervision of doing a sufficient amount of work to pay for the actual cost of the support, whether in an institution or at home.

"These represent the positive gains; but there are negative gains which in some respects outweigh them. Amongst these negative gains are the curing of uncleanness, immorality, mischievous and possibly criminal propensities, the prevention of the making of drunkards and prostitutes, and the prevention of the perpetuation of the unfit."

Joseph T. Mastin, Secretary State Board of Charities and Corrections, Richmond, Va., at a meeting of the American Association for the Study of the Feeble-minded, Indianapolis, May, 1916, said:

"Physical labour is necessary for both high and low grades; when the minds and bodies are kept busy they are likely to be contented. Exercise gives them a good appetite, furnishes a sufficient outlet for their energies to keep them from making trouble, and helps them to sleep well at night. It is a well-known fact, that in institutions for feeble-minded there is comparatively little difficulty in managing the inmates as long as they are kept at work, especially out-of-doors. The trouble comes on rainy days and Sundays.

"Simple farm work is best adapted to the feeble-minded. To clear waste land, to grub stumps, to pile brush for the bonfire at night, to move dirt in a wheel barrow one can call one's own, to cut and pile wood for the winter, to help cultivate and gather crops, to feed stock, to aid in simple building construction; all with the consciousness that one has part ownership in the farm and stock, and that by one's labour one is helping to make a home for one's self and companions—this is the kind of work mental defectives can do best, and from which they can get the greatest amount of contentment, and, of course, there is nothing healthier."

Dr. Charles Bernstein, Superintendent Rome Custodial Asylum, Rome, N.Y., gave this account of his re-forestation and agricultural, etc., work, and the girls' colonies, to the American Association for the Study of the Feeble-minded:—

"This year (1918), we have placed a permanent colony of boys at Indian Lake, to grow trees and do re-forestation for the Conservation Commission on the State preserves in the Adirondacks. This is planned as an economy for both the Commission and the Asylum, as it will furnish us cheap beds and housing, as well as an annual outing for the inmates, and the Commission cheap labour to do this work, as it is very expensive to transport supplies and trees and get labour in that remote region to do the work.

"We had previously demonstrated that we could successfully do this work through having, under the supervision of the State Forestry Department, reforested 40 acres of reverted State land, three miles south of Rome, and also 20 acres of waste land on the asylum farm. We had also previously, as a result of several conferences with representatives of the State Conservation Commission, and learning of the amount of land in the Adirondack and Catskill region needing re-forestation, decided to try the use of trained feeble-minded boys from this institution for such purposes, and on October 1st, 1915, a group of twenty-five boys with two attendants, were sent to North River, in the region of Indian Lake, to do such work under the supervision of a State forester. The trees for this work were grown by the Conservation Commission, at their nursery at Saratoga. One carload of these trees, was shipped to North Creek, the terminal of the D. & H. Railroad, and from there carted ten miles to North River, where the boys' camp was located, the camp consisting of tents, beds, and cooking utensils, which are kept in stock by the Conservation Commission for that purpose.

"At the end of four weeks, finishing on November 1st, the boys had set out about 150,000 trees, covering 150 acres, and the report made by the Conservation Commission shows that this work was much better done than it ever had been done by paid labour, or where convict labour had been used for such purpose. This work was worth \$1,000 to the State, and actually cost us in direct expense \$400, \$200 of which was railroad fares to and from North Creek, the supplies costing us about \$100, express and freight, \$23, and labour \$75. Could this plant-

ing season have been extended, of course, the showing would have been much better, as the expense of \$200 for transportation would have netted a much larger area of land covered, and a much larger number of trees planted.

"The permanent re-forestation colony at Indian Lake is located on 150 acres of open farm land, where eighty boys will live the year around, and where other boys will camp in tents during the spring and fall planting season, the number depending on the number of trees available for planting. Forty to fifty boys will do the house and farm work and plant 500,000 trees per year, in addition to caring for the nurseries which have been established on the colony farm for growing these one-half million trees per year from seedlings to the planting age of two years. On this farm, the boys are producing all their vegetables, milk, butter, beef, pork, mutton, eggs, etc., needed for maintenance, besides helping for pay, the neighbouring people in their work and having considerable excess products to sell, especially wool from the sheep. They are more than self-supporting.

AGRICULTURAL OPERATIONS.

"We are at present operating 1,400 acres of land, 600 acres of which we own, and 800 acres of which is rented. Last year, on 1,000 acres of land, we produced food supplies to the value of \$90,000, at a cost to the State of \$48,000 for labour, seeds, fertilizer, farm utensils, stock feed, renewing farm equipment, etc. The products included 135,000 gallons of milk, 27,538 pounds of butter, 5,300 pounds of beef, 70,000 pounds of pork, etc. We actually butchered forty-two and one-half tons of pork between October 1st, 1914, and April 1st, 1915. The \$48,000 cost of farming operations is included in the \$149.97, which it cost us per capita for maintenance that year, and such home products represented one-fourth of the total cost of maintenance, or otherwise one-third of the net cost of such maintenance, to the state. With a larger acreage of land up to one acre per inmate we can continue to show a largely increased percentage of home products or self-maintenance.

"Now, the situation is just this: In addition to colonizing a great many of these trained boys on forest reserves for re-forestation purposes, we need additional farm colonies for trained boys, or boys in training, where they can earn their own living and help to support the institutions. We have at least two hundred trained males at present available for such colony life.

"With five farm colonies for boys, last year we were able to produce \$90,000 worth of farm products which cost us only \$48,000 to produce, and in this way we produced twenty-five per cent. of our total cost of maintenance for our entire population of 1,800 (1,570 inmates and 230 employees). With additional land we can greatly increase our home maintenance.

"It costs \$500 per inmate to build large, brick buildings, and this \$500 per inmate (making \$10,000 for twenty inmates), will provide good farms of 100 to 150 acres each, with good buildings thereon for the accommodation of twenty inmates and a farmer and wife, and we will also have the land on which the inmates can earn their living. Thus, it is cheaper to buy farms than to build large, brick buildings."

GIRLS' COLONY.

The following announcement was made in 1914 at the opening of the first colony:—

"A Working Girls' Home has been established at 209 W. Thomas St. (Rome, N.Y.), telephone number 172-J, where girls are available for domestic work, sew-

ing, etc., by the day, week, or month. The girls going out from this place to work are capable of doing all kinds of domestic work, except special cooking. They are only able to do common cooking.

"The rate is fifty cents per day, and their services will be available for employment at any time on short notice.

"Settlement for services will be paid direct to the manager of the Home. Bills will be regularly rendered weekly for such services.

"These girls are not markedly defective, but are girls who have been orphans or have never known a normal home, and when late in life they have gone out into the world, they have been unable to get along because of lack of proper home training and normal worldly experience, as a result of which they were sent to this asylum for study, care and training, and we are sending them out to work, after having been thoroughly trained and tested here to see if they can get in touch with the world under normal conditions, and thus learn to be self-sustaining and possibly have their entire freedom.

"This colony is carried on in a rented house in the city, which constitutes the girls' home and social centre, presided over by a housekeeper, or matron, with a social visitor to inspect their work, their street deportment, and to accompany them to moving picture shows and other social diversions, and to assist them in purchasing their clothing, etc. We hope, in this way, to have many of these girls learn through experience normal social reactions and family life, and thus to return the services of many of these willing and competent domestic workers to society, and in this way lighten the load and make State care and supervision possible for all this class of dependents who positively need such care, and incidentally in connection therewith, we have established the most positive test possible as to the ability of some of these cases to rehabilitate or support themselves, of all of which we can never be positive in a considerable number of these borderline cases until some such world test has actually been applied.

"Of the 67 girls who worked through this colony during the last year, 42 remained at the end of the year, and 25 were returned, as follows: Nine for social offences, such as flirting on the street, boisterous on the street, noisy at the colony, etc., only two were really serious social failures; nine of the younger girls because they had not had sufficient training, and seven others were returned because of sickness, or because their services were worth more to the institution than they were getting outside, namely, \$4.50 per week, and they offered to live and work at the asylum.

"The very marked improvement occurring in these parole cases is most favourably commented on by all who come in contact with such cases, and there is no doubt but that it is the lack of these normal experiences in life which caused their previous failure.

"These girls served 226 families in Rome during the year. A number of the girls worked one or two days per week at different places, about half of them having regular places where they stay continuously. They earned \$3,278.91, thus making themselves entirely self-supporting, with all bills paid and money in bank to the Colony's credit at the end of the year, as well as each girl's. In addition to having paid for all her own clothing, having an individual savings bank account, one girl having as much as fifty dollars in savings to her individual credit. It required about one-third of the earnings of these girls to support the Colony, including the payment of salaries, rent, provisions, etc. Each girl is given twenty-five cents cash each week for spending money and fifty cents cash each week for

the savings bank, the remainder of all money collected being placed in the bank for general expenses, clothing, etc., and each girl is given money from the general fund for all necessary or reasonable purposes.

"I do not hesitate to declare that the results of our year's experience amply justify us in deciding to go on with the work, and surely the general interest manifest in the experiment, if such it may be called, as especially indicated by the many letters of inquiry among which may be especially mentioned those from the State Boards of Charities of Maine, Virginia and Indiana, the State Department of Education of Connecticut, etc., warrant the assumption that organized charity is awaiting avenues of social relief along these lines.

"Before we adopted the colony plan many boys and girls who went out under individual parole became lonely and homesick and longed for association with friends and acquaintances, and when their work was done, rather than remain alone, and having no other place to go, they would tend to drift to the streets and associate with whoever they came in contact, and of course, naturally, under these conditions, they made low-grade acquaintances, and many times became so homesick that they begged to be allowed to return to the institution, or actually did return of their own accord (having no friends or relatives or other place to go). And it was this experience that led us to adopt the colony plan to gradually get these cases back in touch with the world and learn the ways of the world, and thus know how to care for themselves and at the same time have some place which they can call home while they are making their new associates and friendships, and thus protect them from falling into the hands of unprincipled people or bad companions during such rehabilitation period.

"It is very noticeable that during the past decade, the type of the feeble-minded coming to our doors for admission has greatly changed, and that whereas, ten years ago eighty per cent. were idiots and imbeciles, and only twenty per cent. borderline cases or morons; now, only twenty per cent. are of the idiot and imbecile class, and eighty per cent. morons. I believe that one reason for so many more than ever before of these cases appearing as social failures or misfits is that machinery has to a great extent displaced common hand labour and more highly organized society depends more on co-operative movements, and thus demands more specialized ability of its individual constituents in order for them to succeed. less low-grade and common labour being demanded or used, and, therefore, it behooves us to endeavour to rehabilitate these social misfits or failures, and if possible get them back in touch with normal working conditions through specialized training (agricultural, domestic and household work), and thus not only render them self-sustaining, but also save them to something better than lives of institutional servitude.

"Especially, in view of the fact that a constantly increasing number of borderline cases are appearing at our institutions and at Rome, if nowhere else, many very doubtful cases, in which diagnosis by the best experts will differ as the case is seen one day or another, there remains to us, if we are at all conscious of the extreme responsibility placed upon us, but one sure test as to the mental competency and capacity of the case to lead a normal life, and that is after thorough training, the world test, as provided for by law.

"Many of these cases having never lived in normal or reasonable homes in which to learn normal home and family life, and many others having lived as children in great congregate institutions where little or no manual and individual training, and especially no normal family domestic training, was available, and

having thus become institutionized, the only fair treatment for these doubtful cases, after giving them such training, is to give them one or more favourable trials in a normal, well-selected family, and thus furnish an opportunity to round out such domestic training and experience; for does not every normal child develop through experience and right habit-forming opportunities? That is, world experience and parental advice when in danger, and it is this method that we are following in the working girls' colony in Rome, as well as in our boys' farm colonies and our parole system for both.

"During the past ten years I have seen many boys and girls thus rehabilitated. and the fact that a few fail on the first trial, or repeatedly, is no sure criterion that our judgment of the case was fallible, for I have many times seen these very same cases of failure almost immediately succeed when placed in another environment, and from then on make good."

As an illustration of what can be done in the way of production in a farm colony, let me give some figures showing what has been accomplished in the Templeton, (Mass.), colony of 300 boys on a farm of 1,814 acres.

In 1916, the total value of the farm products was \$67,286.34. Among them were:—

465,903 quarts of milk valued at	\$30,283 00
1,353 barrels apples valued at	2,850 00
5,856 bushels potatoes valued at	4,392 00
3,434 bushels table corn valued at	2,060 00
13,611 pounds pork valued at	1,769 00
253 tons hay valued at	4,814 00

The balance being made up of cabbage, turnips, carrots, beets, rhubarb and beef. In addition to this, 20,000 young, white pine were planted. In 1918, this production had increased to a value of \$108,093.13.

At Wrentham, Mass., a poultry farm was established and three silos erected. At Waverley, Mass., a canning factory was established, with excellent results.

The advisability of very early education in manual labour or craft work is strongly advocated by Meredith Young, M.D., Chief School Medical Officer, Cheshire Education Committee, 1916. He says:—

"The primary objects of the teaching should be to make the children, so far as possible, obedient, clean and tidy in personal habits; thoughtful for others, observant, responsive, and generally able to take care of themselves and of their affairs, and to make them capable of supporting themselves so far as that can be done.

"Seven years of age is, in my opinion, rather too old to begin to teach these children, and I would much prefer to have their education begin at, say, five years of age. Again, I think that after a child has been under education in the 'three Rs' for sufficient time to enable the teacher to say that he is incapable of head-work, the teacher should be permitted to certify accordingly, and the child should then be trained only in manual work. Most certainly should this course be taken when the child has been in the special school or class for a year or two, or is getting near the age of 14, when manual training begins to assume great importance, in view of the child's future. And in every case I decidedly think that the last two years of each child's education in a special school or class should be almost entirely manual. The objection to so much manual work seems to be the risk of tiring the children, but surely there are variations enough possible, with so many forms of manual instruction available, to enable a teacher to devise a curriculum which would not tire even delicate children or those of poor physique."

Mary Dendy, M.A., Hon. Sec. Lancashire and Cheshire Society for the Permanent Care of the Feeble-minded, draws attention to something which in these institutions is generally recognized: —

“The physical strength of the feeble-minded is generally as defective as is their mental strength, though, of course, there are notable exceptions to this rule. The lack of co-ordination between hand and eye makes the using of their muscles a greater fatigue to them than it is to ordinary children. Their clumsiness increases their labour. If due care is taken, when they begin to work, that they are not over-fatigued, a marked improvement in health and strength generally shows itself after the first six months of bodily work. Their muscles develop and they gain more skill in the use of them. Their knowledge increases and their horizon enlarges. They learn to know something of the properties of matter; they begin to understand that the earth is round.”

(14) BUILDINGS AND COLONIES AND THEIR EQUIPMENT.

The most modern institutions I have visited are models of sanitation and safety.

In Letchworth, the buildings are of stone, and one storey. In Wrentham, they are brick, and two storey. Both are wholly fireproof, cement and iron forming most of their structures. There is not much to choose between the one and two storey buildings, as both are fireproof. Some photographs of the Wrentham and Letchworth buildings will be found accompanying this report.

The buildings are detached and there is no visible separation of males and females, that being accomplished by careful watchfulness.

The areas occupied extend to many hundreds of acres and all that I visited had a most charming and well-cared-for appearance, and a beautiful outlook.

Many separate buildings are devoted to teaching the boys and girls trades, and in the manufacture of useful articles. There is spinning, weaving, knitting, dressmaking, laundry, sewing, embroidery, rug and mat making, basket work, etc., for the girls and women, and cobbling, broom making, brasswork, leather work, painting, woodworking, carpentering and furniture making for the males.

In inspecting the buildings at Wrentham, Mass., and also those at Waverley, Mass., I found that the ventilating systems received special attention. The openings are large and numerous and provide for the exit and indraft of air, so that in all the rooms I went through there was perfect ventilation and lots of fresh air.

In Wrentham, radiators are installed in the air ducts so as to draw the air up. In both establishments, the lavatories are so constructed that the room itself is made into a large bath, enabling each child in crossing it, to pass under a shower, the water from which runs off from the floor. The room is all concrete.

Another feature was, that the heating was done by radiators, placed high enough up so as to be out of the way of the children, so that they could not burn themselves; the walls had six feet dados made impervious by cement to the kicking of the boys.

One very interesting example of far sighted economy is shown at Wrentham. A laundry was needed, and it was foreseen that in a few years one double the size would be required for future demands. What was done was to build the laundry twice the size of the immediate wants, and then to board off one-half of it, and use that half for school purposes until the school had to be built. When the establishment had increased so that larger laundry facilities were needed, larger school



Wrentham State School.

Dormitory A.

accommodation was also demanded, and an adequate school was then built. What was avoided was the building of an insufficient laundry, and an insufficient school, necessitating tearing down and rebuilding on a large scale, whereas, as the thing was done, the laundry was there when needed and had helped over the need for school accommodation until a school was built, large enough to take in the numbers then attending.

COLONIES.—I am convinced that colonies are the most interesting and useful institutions that can be found in connection with the care of the feeble-minded.

Their extent is unlimited, and their usefulness indispensable. They form a retreat with its environment adapted to the needs of those who are not normal and cannot endure the competition of their superiors in intellect and will power.

They are by all odds the most economical extension of the parent institution, which, by their establishment as required, can expand its work and overtake all requirements without any increase in the overhead expense of management, save the salary of a resident superintendent, and without costly buildings, for very simple construction is all that is needed for the colony cottages. This method of increase in capacity is most important in considering the question of cost.

Given a competent superintendent, and proper surroundings, these colonies can be devoted to different kinds of useful work. I may mention reforestation, greatly needed in Canada, farming, cattle, hog and poultry raising, road making, clearing waste or stony land and reclaiming swamp land, as instances of work actually done by colonies of the institutions I have visited.

In connection with reforestation and its need, I quote from the 1919 report of the Canadian Commission of Conservation.

“A good start toward forest planting has been made in the Province of Quebec, by some of the pulp and paper concerns, notably the Laurentide and Riordan companies. The Governments of Quebec and Ontario have under consideration the adoption of a planting policy on denuded Crown Lands. It is to be hoped that such a policy may be made effective. Quebec has also under consideration the basis under which limit holders might acquire limited areas of denuded Crown Lands for reforestation purposes. This is a matter of great importance, which should receive attention in Ontario as well.”

This sort of work is congenial to the feeble-minded, as it occupies their physical energy, does not need mental ability and produces results which are understood by themselves, while keeping them in good physical condition.

The institution of Government gaol farms, due to the enlightened policy of the Ontario Government, was founded in part at least, upon these considerations and it forms a promising link between the colony system and the older repressive method of incarceration.

I have talked over with the heads of the various institutions which I have visited, the practicability of using a cheaper class of building than is generally found in Government institutions. I find that all agree that for the principal institution and its groups of buildings the necessities of safety, sanitation and comfort dictate the erection of fireproof and permanent buildings. But in the colonies wooden buildings are used, due regard being had in their layout to these factors. I see no reason why, in colony work, buildings such as have been put up in Toronto and elsewhere, for temporary hospitals and demobilization barracks, should not be erected and be renewed when necessary, provided they are made of one storey, to enable an easy exit to be made in case of fire. They would cost, comparatively speaking, little, and yet would permit an almost immediate expan-

sion in the accommodation for the mental defectives, releasing much room for newer or unsuitable cases.

Among the material sent in accompanying this report will be found photographs kindly supplied to me, showing the type of small cost buildings put up at the Templeton, Mass., colony.

In a report made by a master on this subject, Dr. W. T. Hickson, Director of the Psychopathic Laboratory of the Municipal Council of Chicago, from May 1st, 1914 to April 30th, 1917, his conclusions as to how to form and build a colony, and its benefits are thus summed up:—

“The only practical solution we see at present for the treatment of these cases (i.e., mental defectives), after they are recognized, is farm and industrial colonies, community centres in the country, as extensive as possible, built on the order of detention camps. Such colonies should be laid out in the order of a small model community, with administration buildings, and cottages for the executives and inmates, with its industrial, farm, amusement, hospital, living and other sections. They can be laid out and built up gradually by the inmates themselves after the first buildings are completed. This will be the home colony. The buildings should be hygienic and comfortable, and built to have a life of from twenty to twenty-five years, as experience shows that in the course of time, most institutions have quite a community grow up about them, with a considerable enhancement in the value of the real estate, and with such buildings as we have described, when this time comes, the property can be disposed of to good advantage by the State and a new colony grounded in another undeveloped section where the land is in need of cleaning and draining. and can be obtained at a low price.

“There should also be portable colonies, which could be sent out to various parts of the state to redeem and cultivate land and construct roads, as well as carry on such forestry, agricultural and industrial development as will appear feasible as the colony plan develops.

“Psychiatrists should be consulted in every step of the laying out and planning of the grounds and buildings of such an internment camp. It must be under the direction of a psychiatrist and manned by psychiatrists, on account of the nature and handling of the material that it will harbour. It should be arranged so that the unfortunates committed to it will be made just as happy and comfortable as it is possible to make them, and in this way commitments to such an institution will not be fought by friends and relatives of persons that should be sent there, but, on the contrary, when the mental defectiveness of their children and its invariable consequences are made known to them, if they are not able to provide custodial care themselves, they will voluntarily commit their children to such an institution. For the majority of cases it will mean for life, but there is a certain percentage of the higher grade cases that after a certain number of years might be examined by a board of psychiatrists to consider parole. They could be paroled first to families in the country or town, depending on the line of work they became most useful in while in the colony, and if worthy, eventually be given a full discharge. It is found that a certain number of cases, mostly lighter grades of praecox, after they pass what is known as the Sturm and Drang period of life, the stress period, the period of inward and outward stress, anywhere between the ages of 18 and 40, settle down and become quite passive. The necessity for sterilization before parole will have to be considered, though the isolation of such defectives will eliminate the largest source of propagation of defectiveness with its concomitant delinquency.

"In such colonies they will have economic worth, while on the outside they are an economic burden. They are responsible for most of the accidents on land and sea, for wastages, loss, theft, and bad morals. They are undependable, and work irregularly, always changing employment, and they make up the bulk of the army of the unemployable. The colony proposition is logically a national one, but under our system of government it will have to be dealt with by the states. Such colonies will be provided with laboratories for brain and other research, and will thus indirectly contribute much to the advancement of science and the benefit of society."

In appendix L will be found a very interesting account of the history and work done in the Stoke Park Colony, the largest institution of its kind in England. I also draw attention to the excellent report of the Ontario Housing Committee, 1919, including standards for inexpensive houses, and containing very practical discussions and excellent detailed plans.

Sir George Newman, Chief Officer of the Board of Education, England, says:

"Moreover, sedentary occupations, including forms of desk handwork, while they have their place, are not the basis on which to build. Space seems to be a first necessity, and this may be taken to imply an abundance of fresh air. The site of the school is of greater importance than the actual building. Indeed, in providing generally for these children, consideration should be given to elementary requirements—to scouting and all forms of outdoor occupation and games, to baths and bathing, to the freer larger forms of handwork, to digging and the use of garden tools, the making of the fowl-run and garden frames, the weaving of coarse baskets and osier screens, the mending of farm and garden boots, the repairing of gardening clothes and canvas coverings. And this degree of freedom and largeness should apply in measure to the education of the younger as well as of the older children."

At a meeting of the Academy of Medicine in Toronto on the 30th November, 1916, the following suggestions were made and accepted by the Association as to the type of building for colonies to be founded by the City of Toronto and their location, etc.

"The establishment of two institutions of the industrial farm colony type, with buildings on the cottage plan, one for boys and one for girls, accommodating in all about five hundred pupils; buildings to be simple, inexpensive, and as fire-proof as possible; location of Boys' Colony to be on the second concession of Markham, and one and a quarter miles east, and three-quarters of a mile north of the Men's Industrial Farm Building, and half a mile north of the site set aside for the Aged Men's Home; location of Girls' Colony to be on Bathurst Street, one and a quarter miles east of the Women's Farm Building, which is on Dufferin Street. The site for the Aged Women's Home is midway between the Women's Farm Building and the Girls' Farm Colony."

(This plan was adopted by the City of Toronto as already mentioned, but fell through on account of the war.)

Let me close this section by quoting the advice of Franklin B. Kirkbride, Secretary of the Board of Managers of Letchworth Village, N.Y., in his address to the National Conference of Charities and Correction at its meeting in Indianapolis in 1916:

"From experience I now want to generalize in regard to certain fundamental problems about which there can be no difference of opinion save on the part of the hide-bound reactionary living in the reflected glory of a dead past.

"In planning a new institution these things are essential:

"Ample acreage.

"Proper transportation facilities.

"Adequate water supply.

"Adequate sewage disposal.

"A plan of development for the completed institution, including separation of the sexes, the division of each sex into groups for the young and trainable, the middle-aged workers, and the old and infirm, and in each group separate buildings of moderate size at suitable distances apart.

"The proper type and location of each building.

"A completely developed plan of mechanical equipment, including light, heat and power.

"A general architectural and landscape scheme of development.

"Adequate provision for administration, occupation, training and recreation.

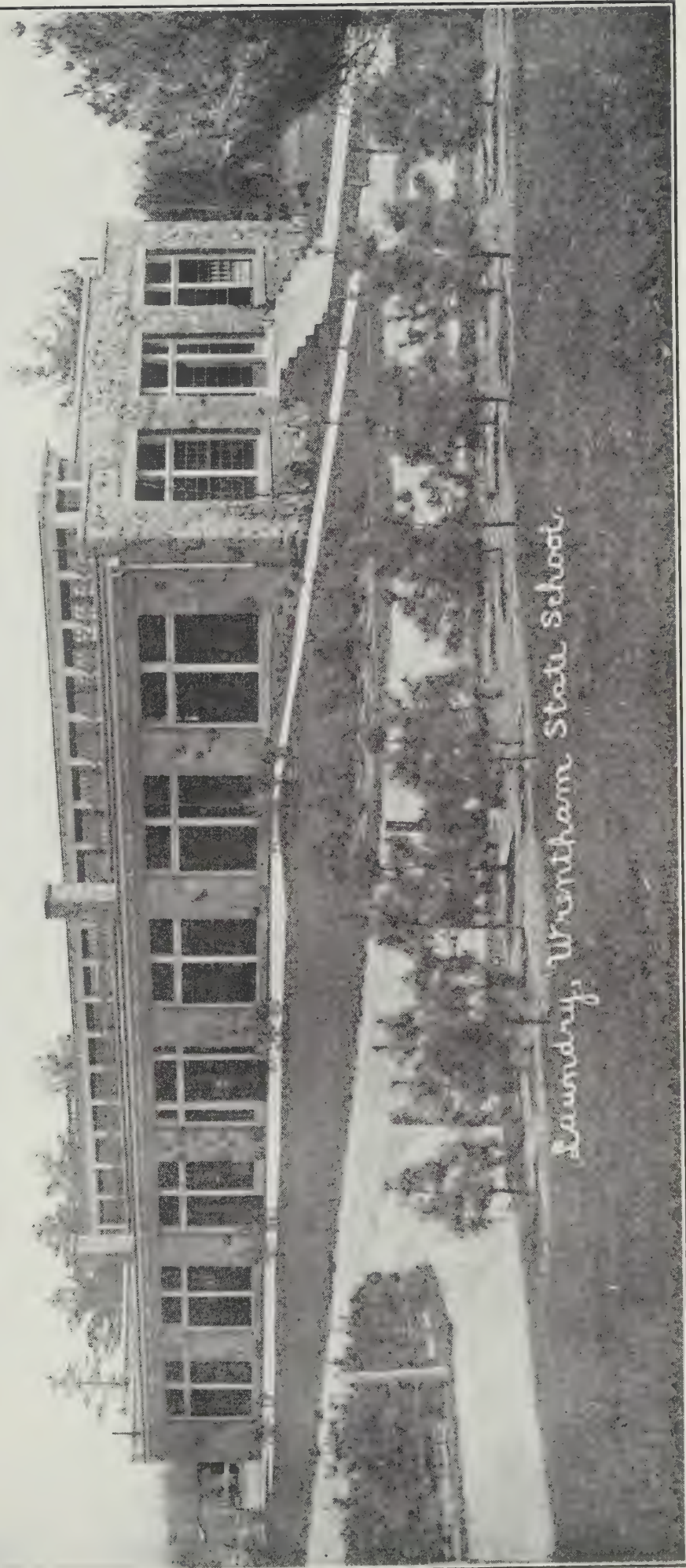
"There may be differences of opinion as to whether both sexes should be cared for in the same institution, as to the relative merits of one and two-storey buildings, as to the relative cost and efficiency of forced hot water and steam for heating, as to whether construction should be durable or cheap, as to the relative value of fire-proof and mill construction, and a score of other matters in regard to which there is a large fund of information available. The decision in each separate case must, however, be made after independent investigation and a consideration of local conditions and other pertinent facts.

"Let me add just a word of caution: while holding fast to a plan of development for your institution, don't let the plan hold you too fast, for the last word has not yet been spoken on many of the problems we must all face, and so such plans ought to be flexible enough to take advantage of such changes and improvements as experience and future knowledge may indicate. Let us all remember that our purpose is not to build costly monuments, at the expense of the taxpayer, to architects, legislators and governors, or indeed to ourselves, nor on the other hand to permit the good names of our States to become a by-word and a reproach by permitting cheapness to become the mother of dreariness and decay, but to so build these institutions that the solid support of the entire public can be secured for wise and far-seeing plans.

"The movement for more adequate provision for the feeble-minded and epileptic is gaining steady headway all over this country. The superintendents and managers of existing and new institutions, by wise or injudicious use of public funds, can greatly hasten or retard the movement. There are to-day two national organizations, a true example of co-operative competition, which are blazing the way in this important work. I am glad they are not only devoting themselves to the education of public opinion—essential as that first step is—but that they are also becoming clearing-houses for the dissemination of information which will make the part of those who are seeking the best in all the problems of construction, training and care far easier than ever before."

(15) SCHOOLS.

It is in the schools that the most useful work can be done in ascertaining the mental condition of the vast majority of children between the ages of 8 and 14 years, now increased to 18 years under the Adolescent School Attendance Act, 1919. To do this will need a well-organized scheme which must embrace certain essentials. First, a mental test for all the pupils. To do this properly will



Laundry, Wrentham State School.

require a special psychiatrist and a trained nurse whose duty it will be to apply the various tests now in use for the determination of feeble-mindedness and its various degrees and to study intensively all doubtful cases. This professional clinic will be greatly aided by the teaching staff, whose reports on the progress of each pupil will form a useful indication of where weakness had developed. The tests should be systematically applied and, when not absolutely certain, these must be supplemented by the observation I have indicated, assisted by those engaged in teaching the special classes. These classes form the second essential.

These special classes need trained teachers whose powers of observation have been quickened and informed by previous technical study.

It is of great importance that these classes should be designated as for special training, as there is a distinct value to be got by avoiding the error of treating the children in them ostensibly as feeble-minded. Parents naturally resent the classing of their children definitely as feeble-minded, and the desired end can be just as well obtained by using a neutral term to describe the classes formed for this purpose.

It is comparatively easy to form these classes in urban centres, where one school in a district can be equipped with a specially trained teacher and supplied with the necessary and appropriate aids to the teaching required. The fact that while a child's mental powers are definitely arrested and progressive intellectual studies are beyond its reach, there still remains much aptitude for manual and industrial work, must be kept in mind. The equipment must provide for this difference in study and, in general, should cover a fairly wide range of occupation, though without unnecessary elaboration. But there should be thorough provision for physical, manual and vocational training and for physical development, as this saves very many from institutional life. As children show proficiency in or liking for any particular occupation, there must be in some central school a more extended and useful provision for enabling them to use their talents to greater advantage. The end to be aimed at is that when their schooling is done they may remain with their families and, under their care and supervision, progress in the direction of self-support in the community or pass into training schools specially fitted for their highest development in manual and industrial efficiency. The beneficial result of ability to earn a living or part support can in a great measure, but always under supervision, be produced among the feeble-minded who are properly trained. There is also preserved by these special classes that essential in the education of all children, i.e., companionship, a thing that is a cause of happiness to the afflicted and a recognized need in all the public institutions which care for and control them.

I am glad to note the interest already displayed by the Trustees of the Toronto Board of Education, as evidenced by a report presented to it by Mrs. Groves, one of its members, dealing with her visits to New Jersey and New York States, and containing much valuable information as to auxiliary classes, coupled with some able observations thereon.

I am greatly pleased, too, with the expression of opinion by Mr. Cowley, Chief Inspector of Toronto Public Schools, at page 883 of the evidence before me, that the Board of Education in Toronto was prepared to conduct day classes for the benefit of mentally defective children if the Government would provide a proper outlet for them in the way of custodial institutions when their training was completed.

I might direct attention to the statement of Dr. H. L. Brittain, when addressing the Academy of Medicine on November 30, 1916, that

"It is altogether probable that at least \$35,000 of the school revenues is annually wasted in Toronto by attempting the impossible task of using the same institutions to train children of all grades of intelligence. If it were possible to add to this the economic loss resulting from the delayed entrance of normal children upon their life work, and from the economic helplessness of feeble-minded children, who might have received training which would make them wholly or partially self-sustaining, the total would be staggering. It has been conservatively estimated that feeble-mindedness is causing an annual loss to the Dominion as a whole of \$12,000,000. This would represent for Toronto a wastage of about \$700,000.

"If a fraction of this amount were to be applied courageously and intelligently to the education and care of our mental cripples, the problem could be solved as nearly as such a problem can ever be solved."

I ought here to point out that there are now sixty-six schools in Toronto without a vacant room in them, and pressing need for more accommodation. If this work for the mentally defective is to be undertaken by the Board of Education a much more liberal policy in providing new school premises must be inaugurated. If not it will not be possible effectively to cope with the problem no matter what else is done. Children cannot be properly taught and physically benefited unless proper space and air is given to them.

The problem in rural districts is much more difficult. It is impossible, when distances are considered, to put into operation a scheme which is feasible in urban schools. The only way in which it can be properly met is by the formation in certain centres of special boarding-schools such as are contemplated by the Auxiliary Classes Act, into which the feeble-minded children in a prescribed area can be taken and kept for a space of time necessary to give them the industrial training which will decide their future. These schools will lack the greater facilities provided in those larger permanent institutions now denominated "Training Schools," but will have a well-defined place in school life in affording opportunity for all whose parents agree to send or, where the case is sufficiently urgent, for those designated by the educational authorities as needing instruction such as can only be given by removing them from their surroundings.

I am glad that a move recently made by Dr. Cody, Minister of Education, has opened the way for dealing at least temporarily with this question as applied to the country parts. I refer to the proposal for Consolidated Schools. That plan contemplates Government assistance where, instead of the erection of five or six schools in rural sections, one central school is established. The Government will aid by a grant of from \$800 to \$1,000 for each rural school section uniting, and of from 20 per cent. to 40 per cent. of the cost of the conveyance of pupils. Some of the advantages specially urged are that better buildings with graded rooms and classes will be built, and the development of such consolidated school into a continuation school will enable the children to have the advantages of a high-school education without leaving their homes. An integral part of the consolidation system is the conveyance of pupils to the schools in vans or by such methods as the school board may determine.

If a special class is established in this consolidated school, and transportation is afforded, it will not be difficult to deal with many of the rural feeble-minded children who form part of the school population. I see no real difficulty in their being collected and transported with normal children, with whom they play, as it

is to be expected that the conveyance of all the children will be the subject of due supervision by the school authorities. The Auxiliary Classes Act, to which I am about to refer, specially provides that pupils from other municipalities may be admitted to the special classes, and the cost of their transportation is provided for. The provision of Auxiliary or special classes in 1914 shows that the Department of Education is alive to the value of special instruction for the feeble-minded, although the local school boards still remain dormant.

By that Act the pupils in Auxiliary Classes are to be those who from any physical or mental cause are unable to take proper advantage of the ordinary Public or Separate School courses, although children who are of a low grade of mental defectiveness, and cannot be taught in such classes, are not eligible for admission.

The Board which is appointed to establish these classes has wide powers with reference to the curriculum and staffing of auxiliary schools and classes. Subject to the approval of the Minister of Education, it is empowered to acquire sites and erect buildings, establish any course of instruction and training that may be desired in order to train and educate the children, and appoint teachers and instructors, not only in the ordinary school subjects, but also in any trade, occupation, or other work that the Board may think proper, and may, subject to the approval of the Inspector of Auxiliary Classes, conduct such school and classes as a residential school and training home, and do everything necessary for this purpose. The site and buildings referred to may, with the approval of the Minister of Education, be in an adjoining municipality.

In a residential school the pupils shall be wards of the Board, and shall so remain during school age and up to the age of twenty-one years, if the Board and the Inspector of Auxiliary Classes decide that this is advisable.

Admission to Auxiliary Classes and Schools can be obtained on the report of the Board of Admission, consisting of the Principal of such Auxiliary Schools as Chairman, and two other members, one of whom shall be the School Medical Inspector, and the other the Inspector, or the Chief or Senior School Inspector, as the case may be. All admissions must be approved by the Inspector of Auxiliary Classes.

Subject to the regulations, pupils may be admitted to the Auxiliary Classes from other municipalities.

Fees for instruction and for board and lodging, payable by parents and guardians, are to be fixed by the Board, with the approval of the Minister of Education.

The transportation to and from the classes may be provided for by the Board out of its funds.

The classes for physically or mentally-defective children in Ontario are now five in number—two in Hamilton, two in Ottawa and one in Brantford. The classes in Ottawa are going on well. The total number on the roll is fifty or more for the year.

I give some of the encouraging results in one of the schools in Ottawa.

“Pupils at work—Cambridge Street School, Ottawa. The work the fifteen boys are doing is varied. One boy has been two years in the G. T. R. shops and is now getting thirty cents an hour. Two boys are learning plumbing—one of these boys gets five dollars a week, often more when he works overtime. This boy was in our class from September, 1914, to June, 1918. His parents were very much opposed to his being in the class for the first two years, but afterwards they were contented to leave him, and his father remarked to me the other day when I was

enquiring how he was getting on, "He is getting on just fine. I think the splendid training he got in the Auxiliary Class helped to make him what he is to-day. They would like him to go to a night class and get a further training in the Public School course and asked me if I knew of such a class. Another boy's father asked me the same thing in regard to his son, who is a C.P.R. messenger boy and makes from fifty-five to sixty dollars a month. These people are very anxious indeed for their son to go to a night class. Seven boys are carters for wood, stone, coal and general carting, getting from \$1.35 to \$2.65 a day. One of these boys had been on piece work in a planing mill and made good wages all summer. Two boys work in a factory—one at \$1.75 a day, and the other at \$2.85 a day working on a machine. One boy had worked in a box factory all summer and made \$2.15 a day. He is now learning to be a machinist and gets \$6.50 per week."

I regret to find that these auxiliary classes, so far as they were intended to benefit the feeble-minded, are not operating. Their establishment is not obligatory on School Boards, there is no supply of trained teachers, and hence, where formed, they are used merely for physical education. This shows that more is needed than permission, and that any scheme for the care of the mentally defective must impose upon the school authorities a definite duty in that regard.

In the United States these classes have been successfully organized in approximately 300 cities and towns.

In Toronto in 1912 a special committee appointed by the Board to report *re* mentally defective children stated:

"That thirty-two children at present in attendance at the schools are so defective mentally that they should not be allowed to attend any of the regular classes, and that 120 other children in attendance should be in small special classes."

In January, 1914, the Chief Inspector, R. H. Cowley, presented a special report on mentally defective pupils in the public schools of Toronto, in which he stated that there were apparently between two hundred and fifty and three hundred mentally defective pupils in these schools (*i.e.*, Toronto public schools).

The statistics given to me as to the number of the mentally defective show that this is a great under-estimate if the term feeble-minded is to be understood in its wider and not its narrower sense. In the 10,000 pupils already examined in the medical test now going on in the Toronto schools the percentages run between 1 and 2 per cent. I am now informed that taking some 10 or more schools the percentage obtained is about 2.7. In June 1918 the number who failed to get promotion on account of some defect in their mental make-up was 4,275, of whom only 106 are classed as "feeble-minded." Evidently there is mental defectiveness, though not so designated by the principals, who are of course not skilled psychiatrists, which calls for careful scrutiny. Borden School is given as an example of the medical test and shows 150 feeble-minded out of 1,200 pupils. If the mental capacity of the children is to be properly tested the psychiatric department will need to be increased as it is at present greatly understaffed, having regard to the number to be examined and the fact that during the period of survey new pupils are constantly coming. There should be an amendment to the school law requiring parents to submit their children to examination and compelling the children who are found below normal to attend these special classes. What is really required is a mental examination at entry and a further examination for those who fail to obtain promotion, so that the information thus gained, aided by the observation of the teachers, will enable a trustworthy result to be obtained. It is of interest to know that the education of mentally defective children by special

classes has found a place in the educational systems of New Zealand and Victoria, and is specially provided for in the Elementary Education Act of 1914 in Great Britain. (4 & 5 Geo. 5, c. 45.)

Let me again, as the point is one of the essentials, urge that the future solution of the major part of this great problem lies in the schools. They are not only a source of information but the only place where the mental status of the large majority of the children can be definitely and authoritatively settled. Those who are diagnosed as not fit to remain in the special classes because of their bad effect in class or after school hours can be sent to proper training schools, leaving the more hopeful cases to receive such help as lies in proper environment, good habits and continuous and congenial activity.

I add here, as this part of the subject is of interest to educational authorities, as well as to those conversant with the subject of this Report, some very valuable contributions on the question of these special classes and educational work as applied to the feeble-minded.

"Backward and Feeble-minded Children, by Edmund Burke Huey, A.M., Ph.D., Lecturer on Mental Development in the Johns Hopkins University, Assistant in Psychiatry in the Phipps Clinic of The Johns Hopkins Hospital, Author of *The Psychology and Pedagogy of Reading*, 1912.

"The public schools receive and partially control, for a time, almost all of the individuals who will later trouble society as delinquents or dependents, or who will be troubled themselves by insanity or other forms of mental disturbance. Usually only the lowest grade of feeble-minded children fail to find their way to school."

"Except in the case of infrequent offenders, and excepting also persons whose mental disturbance is due to specific kinds of poisoning, these individuals usually show exceptional conduct even in their school period, and they would be taken account of as children who need special attention, by anyone trained to and experienced in clinical observation. There is here the possibility of studying in advance the main sources of social danger and of individual misfit and shipwreck. There is equally the possibility of forestalling many of these ills and of taking away in advance the sting and smart from many an unhappy life. Aside from the service to be rendered to normal children and teachers by wise clinical oversight and counsel, the recording of exceptional functionings and facts in the case of these exceptional children, the canvassing of their potentialities, favourable and unfavourable, would be of inestimable service for the intelligent study of society's ills and for the solution of the problems that these individuals themselves present.

"Of most immediate need is the provision of special classes for children who need a special pace or course of treatment to enable them to win success at something useful instead of failure at something useless. With this comes the planning and installing of manual and occupational courses by which the most can be made of even slender resources. These classes and courses will at once relieve teachers from the worry of impossible discipline and from the dragging along of the retarded."

"Let us not delude ourselves with the hope that the defectives are to be cared for in institutions. Existing institutions cannot house one-tenth of the number. More institutions should be built, but even then the most troublesome and dangerous higher-grade children will only exceptionally reach them. The cities must plan to manage these in situ; must plan to exercise, through the schools especially, a permanent directive and educative control that will make self-supporting and

contented, if humble, citizens of thousands who, without such oversight, become the unproductive, unhappy dregs of perversion. A competent clinician-educator in the schools can render at least the service of an institution superintendent in organizing the activities of defectives; and, far more, for he can really save the state the cost of maintaining an additional institution for such cases. Of course, the employment of one or another of the means proposed for preventing procreation of defectives is pre-supposed for such treatment in situ.

"Of even greater importance, we may find, will be the early diagnosis of dangerous mental tendencies and habits, that occur even in the brightest and best of school children. The easing of adaptations in critical directions and periods, judicious counsel to parents and others who may direct the child toward such levels of occupation and environment as will be safest and most productive for him—these are services which the history of cases of insanity teach us may be rendered to thousands of threatened lives. The schools and institutions are already beginning to look for men competent to do this work, and psychology and medicine are just beginning to realize that they must join hands with each other and with sociology and education in training clinicians capable of rendering this service.

Meredith Young, M.D., Chief School Medical Officer, Cheshire Education Committee, 1916:—

"It is interesting to know to what extent mental deficiency prevails amongst school children. The investigators appointed by the recent Royal Commission showed that 0.73 per cent. of the children attending Public Elementary Schools in England and Wales were mentally defective. This means that close upon 50,000 mentally defective children of school age are to be found in England and Wales. In my own county of Cheshire, with a school population of about 70,000, I have definite medical records, so far, of about 350 mentally defective school children—i.e., about 0.5 per cent.—but on closer inquiry I have no doubt that this figure will increase. The percentage is usually higher in large towns than in agricultural areas, though this is by no means a universal rule. For instance, the 1904 Royal Commission found 1.2 per cent. in Manchester, 1.03 in Birmingham, 1.85 in Dublin, but only 0.3 in Hull and 0.5 in Belfast, whilst in the agricultural districts of Lincolnshire and Galway the figures were 0.96 and 1.33 per cent., respectively."

Dr. Thomas Wood, Professor of Physical Education at Columbia University, N.Y., says in June 1919:—

"At least one per cent., 200,000 of the 20,000,000 school children in the United States are mentally defective."

In a Report by Elizabeth A. Irwin, Field Worker of the Committee on Hygiene of School Children of the Public Education Association of New York, published in June, 1915, an account is given of a group of 150 truants from the New York schools.

"Of all the truants, 43 per cent. were actually feeble-minded, and 8 per cent. were borderline cases. One of the salient characteristics of the mental defectives is never to do anything regularly and on time except through training and habit formation or from outside compulsion. A methodical and well ordered life is essentially the product of a normal mind. Any feeling of accomplishment or daily success in the tasks assigned in the regular school grades is out of the question for a mental defective. And yet with one exception, none of these mental defectives were in ungraded classes which are provided for the education of the feeble-minded. Therefore all of them were improperly placed in their school work. This one cause alone, though contributory causes often exist, would seem to account

for the habit of truancy in 43 per cent. of all the cases studied. For it is unreasonable to expect any child to go willingly month after month, year after year, to a class where he constantly meets failure and reproof."

J. E. Wallace Wallin, on Feeble-mindedness and Delinquency, Psycho-Educational Clinic, St. Louis, October, 1917:—

"In the course of the last three years we have examined 1,363 different cases conducted by the Board of Education of the City of St. Louis.

"Of the 1,363 cases examined, 248 had a delinquent record. The delinquents included the following: Disorderly, unruly or troublesome conduct in school, truancy, lying, stealing, viciousness and immoral practices or tendencies. Most of the pupils were boys. Many of the boys had been sent to the Boys' class for truants, many were wards of the juvenile court, while some of them had been committed to the industrial school (residential.)

"It is particularly the backward pupil (instead of the feeble-minded one) who creates the problems of discipline in the schools, just as it is the borderline (and backward) cases which cause most trouble in the institutions. 90 per cent. of the disciplinary troubles being attributed to them . . . The slow, backward child is, I believe, a more aggressive and intelligent trouble maker, and constitutes potentially a greater criminal menace . . . We do not wish to imply that the feeble-minded pupils are entirely tractable and cause no disciplinary troubles. Many of them are exceedingly restless, mischievous, and prone to outbreaks of temper, while some are consummate plotters of evil. And yet, it is probably true that most of the feeble-minded develop delinquent tendencies in after years, not so much because of outspoken vicious proclivities as because of intellectual and moral weaknesses, weak powers of inhibition, and inability to resist temptation. They often become unsuspecting, helpless, or guileless dupes of the more intelligent vultures who prey upon the weak. The feeble-minded as a class become a social menace because of their weaknesses and because of environmental opportunities."

Alfred Binet and Th. Simon, M.D., in "Mentally Defective Children."

"Abnormal and defective children are those who are suitable for neither the ordinary school nor the asylum; for the school they are not sufficiently good, for the asylum not sufficiently bad. We must try what special schools and classes can do for them.

"Statistics: It is important to notice that the children so defined are not a negligible quantity. Their name is legion. And since number is the factor that gives importance to every school problem, we may say that the regulation of the lot of these children is a social question of the greatest gravity.

"A second and totally different theory is tenable, and this one appears to us to be much nearer the truth. It is that a defective child does not resemble in any way a normal one whose development has been retarded or arrested. He is inferior, not in degree, but in kind. The retardation of his development has not been uniform. Obstructed in one direction, his development has progressed in others. To some extent he has cultivated substitutes for what is lacking. Consequently such a child is not strictly comparable to a normal child younger than himself. So far as certain faculties are concerned, he remains at the level of a younger child; but in respect to others, he is on a level with normal children of his own age. An unequal and imperfect development is consequently his specific characteristic. These inequalities of development may vary to any degree in different subjects. They always produce a want of equilibrium, and this want is the differentiating attribute of the defective child.

"If this second theory is correct, there follows a very important practical consequence, namely, that the curriculum drawn up for normal children is very imperfectly suited to the defective. We cannot force the latter to fit the ordinary course. To attempt this would be quite as unreasonable as to make our teaching appeal to the ears of the deaf or to the eyes of the blind.

"In the first place, in order to gauge the advantages of special education, it is necessary to find out what becomes of defectives when they are left in the ordinary schools. It is quite clear that special education should be condemned and suppressed if it does not do more than the ordinary schools. We have seen that, in the latter, the defective is a dead weight, and the ill-balanced is a nuisance. Nevertheless, one must not jump to the conclusion that these children are in no wise modified by the school influences, and do not profit in any degree by the instruction.

"We have been able to collect in the primary schools of Paris, thanks to the kind assistance of M. Belot, particulars which are very valuable, though restricted in amount. These particulars we have examined in every possible way, and we always reach the same conclusion; the defective makes very slow progress in the ordinary schools.

"Only half the defectives in an ordinary school reach with difficulty the intermediate course, first year, passing through the different stages in double the normal time. No doubt one would find many examples of slower progress still, three or four times the normal. On the other hand, the teacher sometimes points out a defective who has improved very rapidly, as if his intellect awoke from a long sleep. Such cases exist, but they are very rare, and they are open to the suspicion that an error in diagnosis has been made, and that the child who has improved so greatly was wrongly considered defective.

"With regard to the ill-balanced, the success of the ordinary school is much greater. A recent inquiry taught us that in the course of two years half the children noted as ill-balanced were regarded by the teachers as improved. This figure speaks for itself.

"From this we may conclude in a general way that it is essential that the special schools and classes should bring more than half of their defective pupils on the level of the intermediate course, and improve more than half of the ill-balanced, if they are to render public services superior to those of the ordinary schools.

"We did not expect that the majority of defectives from the ordinary school would enter an apprenticeship; but, in fact, the majority did so. If we abstract the two first groups, those about whom the particulars are wanting, and those who have not left school, there remain twenty-seven children, of whom seventeen have been apprenticed, or 76 per cent.

"From these statements the following conclusion is reached—namely, that, contrary to an opinion which attempts are being made to spread abroad, the ordinary school does render real service to the defective child. We have already seen, apropos of the educational return, that the ordinary school carries a proportion of the defectives as far as the intermediate course. All these facts are mutually confirmatory."

A very interesting study of a most important aspect of this subject will be found in Appendix M, which is part of an address read before the National Conference of Charities and Corrections, Indianapolis, in May, 1916, by Ada M. Fitts, Supervisor of Special Classes, Boston, Mass., on "How to Fill the Gap between Special Classes for Mentally Defective Children and Institutions."

(16) JUVENILE COURTS.

While the whole work of Juvenile Courts is necessarily beyond the scope of this Report, yet the connection with the problem of saving the young of both sexes from developing into criminals is so related to their mental status that I feel bound to say something about them. It is among the young that the best work of caring for the feeble-minded is to be done and the system of parole is one of the chief factors in the supervision necessary in safeguarding them.

Out of 1,549 cases dealt with by the Psychiatric Clinic in the Toronto General Hospital for the year 1917 the Juvenile Court in Toronto sent 662 cases.

In the report of the Feeble-minded in Ontario for 1917 the following quotations from that of the Clinic are taken:—

“The Juvenile Court has sent to the Psychiatric Clinic 662 cases, and of these 489 who were formerly considered incorrigible, bad or immoral, are recognized as feeble-minded and not responsible for their actions; but with this diagnosis of feeble-mindedness the Judge of the Court meets one of his greatest problems.

In three years at Psychiatric Clinic, 2,498 people have been examined, 491 of whom were insane and 1,835 feeble-minded. Only 225 of these have been placed in institutions. Many of the remainder figure continually in the Juvenile Court, Police Court, the Jail Farm, the Mercer, the Haven, the Rescue Homes, the Hospitals, the Sanatoria, to the detriment of these institutions and to their own hurt.”

It may be added that of the total number of 1,549 given above there are from:—

Canada	783
England	371
Russia	104
Scotland	84
United States	38
Ireland	28
Poland	18
Italy	9
Wales	8
Galicia	5
India	3
Austria	4

I have visited the Juvenile Courts in New York and Boston and have talked with the judges and officials of these courts.

In these cities and in Chicago, Buffalo, Cleveland, and other cities in the United States these courts are regarded with pride by the civic authorities and are housed and equipped with due regard to their importance in the general scheme of caring for the young who are exposed to temptation and need proper direction and care in their upbringing.

In Toronto unfortunately the same spirit has not yet been evoked. The Juvenile Court in Toronto has hitherto been miserably housed and equipped in such a way as entirely to fail in impressing either the children or their parents who are brought into contact with it.

This is a great misfortune, as the effect of the importance and dignity of a court, especially upon the young and in a less degree upon their parents, is of great moment in the proper conduct of its business.

I have also inspected the proposed quarters in the basement of the new Land Titles building. While an improvement upon the barn-like accommodation now in use, it is quite inadequate from the point of view of progress and in some respects

will not represent present day efficiency. The quarters for the judge and staff are upon a somewhat restricted scale. This is accentuated in the Probation Department and in that of the secretaries and staff of the Big Brother and Sister Movement, whose quarters are quite inadequate. No provision is made for volunteer aid such as the Roman Catholic or Jewish representative nor for others interested. Worst of all, no provision is made to house representatives from the Psychiatric Clinic or any medical staff at all. Indeed there is no real connection between the court and the clinic, just as it has no legal recognition as a part of the system. It only acts when called upon by the Judge. In other words, its position as one of the indispensable aids to court procedure is not thoroughly and heartily acknowledged.

Until a new spirit arises which recognizes the immense value of juvenile courts and realizes the tremendous benefit they represent in young life and happiness, I am afraid there is not much to be hoped for in this direction.

But I cannot refrain from mentioning that at present the personnel and staff need strengthening. The increasing of paid workers is called for, because however earnest and enthusiastic the voluntary helpers are, it is by the probation office that the ultimate benefit of the Juvenile court is secured and held. A Detention Home should be more than a place for a night's lodging and should be so equipped that it would form a real, though temporary, home for children whose cases are being studied or who are seen to be in need of care and observation. It may also serve as a change of environment or a refuge from bad companions. Indeed it should be possible after children are brought there and while their cases are being investigated to keep them under surveillance so that finally, if no conviction is made, they may return to their homes none the worse for their experience.

In a proper Detention Home the inmates should be taught and kept occupied either in manual or literary work so as to keep them out of mischief and give them a glimpse of what they can do. The feeble-minded among them should be weeded out as rapidly as possible and sent to proper quarters and not into Industrial homes, which are quite unsuited to receive them. Mental defectives are regarded as the greatest handicap in the work among the girls carried on by the Big Sister Movement and I have no doubt the same is the case in the Big Brother Movement. Their removal to suitable institutions is earnestly asked and is most urgent. The Juvenile Court cannot legally make feeble-minded boys and girls wards of Court and so the beneficial working of the machinery intended by the Act cannot be carried out in their case. The Judge of the Juvenile Court has given the numbers which come before him as follows:

"Of 249 children who were sent to the clinic in 1918, having been in court before me that year and having been in court more than once, not necessarily in that year, 162 were strongly mentally defective; that is 65 per cent. of those examined in 1918, and roughly two out of every three examined repeaters (who are those who have been in the court more than once) were mental defectives. This list does not include those who were graded as backward or retarded, but the notably mentally deficient.

"There is another very strong point about it: the 162 classed as notably mentally deficient averaged almost exactly four cases each, making a total of 633 cases and representing practically one-third of the year of the court's work; that is a complete history of those 162 cases equals practically a third of the year of the Juvenile court's work, and the court deals with anywhere from 1,800 to 2,000 or more children in a year.

"In 1918 there were 103 commitments to the Industrial School, and 66 of

the 103 were strongly mentally deficient. Four were backward. 21 were normal, and in the case of 12 no definite diagnosis was made. It shows the handicap and the tremendous expense to the city which this is entailing, 66 out of 103 children who should never have gone to the Industrial School at all but who should have been sent to some other institution.

"Q.—And you deal with some 1,800 to 2,000 children a year? A.—Yes, I have a list of the cases that have come before the court in the different years of its organization, and, roughly speaking, the cases may be doubled to get the number of children; that is not, perhaps, the individual children, but if a child comes six times it is called six children. In the year 1918 there were 1,979 cases, and I would gauge that anywhere from 3,500 to 3,800 children, appearances, and how many were repeaters I do not know.

"In 1916 there were 1,266 cases and 2,443 children, that is, that there were practically double the children, there were cases. There were 242 children who repeated there; how many repetitions they made, I do not know.

"One thing we need very badly down there is assistance which would enable us to digest and put into form the valuable information which has been acquired.

The position of the Detention Home in Toronto is well set out in the evidence of Mr. J. K. Macdonald, President of the Children's Aid Society and in the statement submitted by the City Clerk, and it is not creditable to the city authorities that although the matter has been before the Council, in one form or another, since 1915, and later before the Social Service Commission, there is not now any proper Detention Home for children in Toronto, either such a one as I have outlined or even one which meets the present situation however limited in scope. I hope some proper action will be taken at once as the matter is, as represented to me by Mr. Macdonald and others, and as I am myself persuaded, of a very pressing nature in the interest of the young of our city.

The jurisdiction of the Juvenile Court stops at the age of sixteen years. It is the opinion of those competent to judge, that youth does not stop at sixteen but, in very many cases, development goes on between eighteen and twenty. As it is just at this very period that care is needed, the power of the Juvenile Courts should be extended to all under twenty-one.

In view of the number of girls who come before the Juvenile court an associate judge in a large city might well be a woman who would deal only with cases in which girls are concerned. The position of the Children's Shelter, on Simcoe Street, should also be mentioned. It is too small for its manifold work.

Mr. Kelso, Superintendent of Neglected and Dependent Children in Ontario, says there are one thousand children every year committed to the care of the Children's Aid Societies, of which there are sixty-five in Ontario. But there are only thirty-five shelters in all, and he says: "We have been doing a good deal of talking about this for the last ten years and what we need is a few buildings right away."

From my investigations I am convinced that the working of the Toronto Juvenile Court is hampered in a way which tends to weaken its influence and detracts from its usefulness, and these are not all local difficulties but apply in many cases generally.

It was urged before me that the intervention of the police should end when a young offender is arrested or detained and that he or she should be handed over at once to the parole officer and there police responsibility should cease. I agree to that and it is in fact the present practice. When the child is brought to the Detention

Home its connection with the police ends, except when they are called upon to give evidence. I do not concur in the opinion that the police should take the children to their homes instead of to the Detention Home. There is a limit to the duties of the constables and it would hardly do to expect them to go all over the city with boys and girls whom they have arrested, often to a false address, and just as frequently to discover that if they hand the offender back, the child will not stay there and will require to be arrested again.

I think a finding of delinquency should be made, unless further investigation is under way, at the initial hearing so as to ensure that the young offender becomes a ward of court during the time which elapses while the child's case is under investigation.

The Judge of a Juvenile Court should have the right to fix the length of a remand before he adjudicates upon the fact of delinquency instead of being obliged to conform to the Criminal Code and the Provincial Summary Convictions Act which impose a limit of eight days. In the work of these courts it should be well understood that haste or celerity in dealing with cases is the reverse of prudent or desirable, that each offence merely represents a symptom, and that the disease which has produced it is what has to be studied. A survey of the child's environment, the history of its parents, its own bent and tendencies, its associates and its mental and physical condition, are not matters to be dealt with summarily but studied with great care and reserve.

The impatience often shown at the work of the court is largely due to a most imperfect and uninformed view of the proper functions of a children's court.

Another matter that should be mentioned is that when a child is first apprehended, it ought not to be, unless by the express wish of the judge or under unusual circumstances, and at the wish of the Probation Officer, detained in the Detention Home. The child should be sent back by the Probation Officer to its parents or into the charge of some responsible person until the case is prepared for a preliminary hearing upon the question of delinquency. The probation officers should be charged with the duty of dealing with children and determining their interim custody before the case comes up in court at all.

I find that the legislation adopted in Ontario for the upkeep of the Juvenile Court is, in the main, similar to that in existence elsewhere. Broadly speaking, it vests in the judge the appointment of his probation officers and staff and the fixing of their salaries, but leaves the voting of the money to the City Council. The result necessarily is that unless complete harmony exists between the judge and the council and between him and his staff, the council can starve the court or bring pressure for the appointment of those they desire. The Judge who wants assistance is the best and only judge of those who are suitable. They have to work with him and under his direction, and unless they owe their appointment to him and to no other body they can easily render the workings of the Juvenile Court anything but harmonious or effective. An illustration of what I refer to is given by John B. Oliver, in his relation of his experience as a Psychiatric Missionary in the Criminal Courts, written in February, 1919. He says that in Baltimore, the municipal government pays the judges and the court officials of the city's supreme bench. The expenditures are provided for in a yearly budget fixed by the municipal board of estimate and control, at the beginning of each year. It is, however, in the power of the state legislature to pass an act entailing the payment by the city of the salaries of such officials as the act may create. But, naturally enough, the city government objects to this as an unjust infringement of its rights of local self-government. And it was because of this antagonism,

he adds, that "our bill, appropriating five thousand dollars for our psychopathic laboratory, which had the approval of the bench and the state attorney's office, was sidetracked by the influence of the city authorities, and never reached the governor."

The difficulty I point out will of course be obviated if complete sympathy exists between the City Council and the Judge and when civic pride takes the place of criticism. But that state of affairs depends so much upon the personal equation that a change in the legislation is desirable.

I think that the requisition of the Judge for money for salaries and the equipment of his court should be put upon the same basis as that of the Board of Education, and for the same reason. The Board of Education is charged by statute with the absolute duty of providing accommodation and teaching for all the children of school age in the city. Hence its requisition cannot be altered by the city but must be honoured, as otherwise the statutory duty cannot be fulfilled.

If the work of the Juvenile Court in saving the young from crime, immorality and neglect is recognized as a duty of at least the same importance as their literary education, then money to provide for it should not be subject to refusal by the City Council.

As the Juvenile Court is really part of the Provincial policy, an excellent safeguard might be provided against excessive zeal or extravagance, by making the Judge's requisition subject to the approval of the Provincial Secretary, who, after hearing the views of the Council of the municipality, might be trusted by both sides to regard the efficiency of the court as the prime necessity and its proper upkeep as a civic duty to be properly performed, having due regard to the other obligations upon that body.

In view of its great importance in aiding in the discovery and elimination of the mentally defective from the community, I recommend strongly, the establishment of a Juvenile Court in Windsor at once, having regard to the evidence of Mr. Hackney, Inspector of Children's Aid Societies, given principally in relation to venereal disease, and already submitted with my second interim report, and in the larger Ontario cities as soon as possible. From the statistics given as to Toronto, it must be evident what an important factor these courts are, both in this question and in that of venereal disease and prostitution, as well as a land mark of enlightened social progress.

In Appendix N will be found very interesting details of the work accomplished in New York City and an excellent exposition of what a Juvenile Court can and should do. In Appendix O. there is an exceedingly useful discussion of the standards to be applied in the work of these courts, written by George Everton, Executive Secretary, Committee on Criminal Courts, Charity Organization Society of New York City.

(17) DISTRIBUTION OF COST AS BETWEEN GOVERNMENT AND MUNICIPALITIES.

I have given much consideration to the very important subject of the relative share of the Government on the one hand, and of the municipalities on the other, in bearing the expense entailed by any systematic scheme for caring for the mental defective.

Little study has been given to this sort of question, which, presented in a general form, only elicits a very general answer.

Dr. Horace L. Brittain has suggested that where feeble-mindedness is found

in close association with criminal tendencies in institutions controlled by the Province, the cost should be borne by the Province. As to the general cost of the care of the feeble-minded he is of opinion that, as proper dealing with the subject requires Provincial action, the greater part of it should be paid by the Province, outside of the ordinary cost of education which should be supplied by the municipalities concerned.

In this connection it is interesting to know that the Civic Committee who dealt with the proposed establishment, by the City of Toronto, of two farm colonies for the mentally defective agreed that the proper division of cost of maintenance was:

\$100 per capita from the Municipality.

\$100 per capita from the Education Authorities.

\$50 per capita from the Provincial Government.

while the capital expenditure was to be provided by the Municipality.

The question must, I think, be solved largely by what each public authority has up to the present time actually been doing. In considering this it is natural to ask whether that action has been a natural process, and to ascertain whether the shares have been voluntarily assumed or based on what has been fixed by law, either here or elsewhere, where progress has been made.

Not very much assistance can be got from those usually interested in feeble-mindedness itself. It lies quite outside their sphere and in that of public economics.

At present it may be said that, as a general thing, the building and maintenance of penal institutions and those devoted to the permanent care of the mentally or physically incapacitated has been borne by the State.

Education, sanitation and hospital care are generally left to the municipalities, with government subventions, while what is known as welfare work is due almost wholly to municipal or voluntary effort.

In looking at the subject of the ascertainment, care and detention of the mentally defective in a well ordered scheme, it would seem natural that as it is a matter affecting the whole community and its social welfare, yet does not wholly originate in local centres but is partly fed from outside sources, the State should take a leading part in providing for it. If the identification, examination and classification of the mental defectives is to be undertaken it is obvious that there must be provision for their proper care otherwise the work of ascertainment is useless. That care includes both education, supervision and segregation and necessitates the establishing of proper outlets suitable to the ultimate needs of those so dealt with. This in its turn calls for some complete organization to co-ordinate and assist the efforts to provide these aids and the institutions needed for the obtaining of proper results.

Applying these general considerations to the practical side of the question, governmental action seems to be called for in the direction of the general survey, and, to some extent, in the examination and classification of mental defectives and the providing of proper outlets in the way of Reception Hospitals and institutions for special training, for permanent detention and industrial work. Municipal and voluntary effort, seem naturally to work in the direction of education, supervision and temporary detention. Mental clinics should be partly provided by Government assistance, partly by municipal grant and partly by public beneficence.

There is especially needed an official organization which can co-ordinate and direct all municipal and voluntary activities, and this must necessarily be under Government control.

To be more specific, my view is that such an organization should undertake to set in motion a survey for the immediate ascertainment of the feeble-minded

through the schools, gaols and corrective institutions, juvenile and other courts and refuges, and outside them by a general survey of the community through benevolent institutions and voluntary workers, in order to determine the number to be provided for. In addition it should call for the formation in the schools, as part of the educational programme, of special classes providing suitable work and manual and vocational training, and of special schools in centres available for those drawn from rural communities similar in equipment to the urban special classes, and for a proper system of examination and classification in the schools so as to ascertain those who are mentally defective. The cost of this provision for necessary education, though not literary in its aim, should be raised by local taxation as part of the general educational programme supplemented by a Government grant.

It should undertake to co-operate with voluntary societies and welfare workers and co-ordinate their efforts and arrange for a proper system of supervision where needed.

Reception Hospitals, both permanent and emergency, seem to occupy a middle place as to cost of erection and maintenance. The proper situation for them is of course a city. In them there are not only to be found the cases originating in or belonging to that area but many from the territory served by it, and often from much further away. If there is only one permanent hospital provided then its field naturally becomes Provincial.

It would seem to follow that the Government might fairly bear the cost of the erection of a permanent, modern Psychiatric Hospital as that term is properly understood, and the municipality in which it is built, its equipment, maintenance and staffing, subject to contribution from the municipalities from which cases are sent. But this is based upon the idea that this Reception Hospital should be a real one, equipped with a proper psychiatric staff and laboratory and not merely a place with beds and dining room to serve for a short stay or illness. That sort of building is really not a useful part of any scheme, though in default of anything else it would relieve the pressure just as a police station is needed as well as a gaol. The local want at present is for a small, though properly equipped, Reception Hospital, sufficiently large to take in all doubtful cases; facilities for studying them long enough to diagnose them properly should be present, so that they could be distributed, having regard to their special needs. This is a sort of emergency institution and ought to be provided at the sole expense of the municipality. It should not in any way interfere with the erection of a proper Psychiatric Hospital such as I have described.

As to the institutions necessary to permanently detain, provide work for, and train those mentally defective, or in which they are to be looked after for definite periods or till their training is finished, these should be, I think, Provincial institutions, built, equipped, staffed and maintained by the Government. It is indispensable that the whole should be under proper direction and so governed that the authorities could put into force the most modern improvements and ideas without being hampered by having to consult anybody no matter how important.

I may here, perhaps, call attention to the relation of the Government and the municipalities in this matter which, I think is, in some cases, based upon wrong premises.

I refer to the plan of putting upon municipalities certain responsibilities without any method of compelling their adequate performance. Public interest in this and in other questions, for example, is found to vary in different localities due to various conditions. These conditions may be lack of interest, want of

information on the subject and consequent unenlightenment, heavy municipal burdens and resultant taxes, misunderstandings, press of business (as in Toronto) or other like causes.

Many progressive steps depend for their success upon the removal of these causes, but in this particular matter in which there is such pressing and immediate vital necessity for action, legislation should not wait for the disappearance of indifference or want of knowledge. For it is not enough to enact permissive or even imperative statutes unless there is given at the same time the power to compel performance of the duty assigned or the initiation of effective measures for its accomplishment.

Where a duty fails to be performed by a municipality there is no reason why, in default, the Government should not be vested with power to execute the duty itself and require the municipality to levy the rates. There are some recent examples of the delay caused by the neglect of municipalities in dealing with urgent social requirements which serve to point this moral.

The imposition of the war tax by the Province, raised and paid over by the municipality, is an example of a method which can be adopted and if any constitutional difficulty arises in its application to this subject, it would not be hard, by the creation of a central body or otherwise, to require a levy to be made and its expenditure to be provided for by that body. The Public Health Act provisions may form an illustration of ways that would be reasonable and at the same time effective.

To my mind, the Children's Aid Societies, the Juvenile Courts, the Schools, the Industrial Homes and Institutions for the mentally affected, are all part of the general scheme for the care and education of the young and for the care and, under modern conceptions, the education of the afflicted. It is only in the case of the literary education of the children between eight and fourteen years that the right is given the authorities to require from the public the cost of the erection and equipping of permanent buildings for their accommodation and the maintenance thereof. In the case of buildings and other lasting works the City Council may submit the requirement to a vote of the ratepayers. Is there any good reason why in the case of the modern and enlightened methods of guarding the youth of the country from vice and neglect and of rescuing those who have come in contact with these forces, and giving them a chance to live their lives in proper and suitable environment, the same or some similar rule should not be adopted? The Children's Aid Society, the Juvenile Court, and any Board entrusted with the duty of caring for the mentally defective are in their respective spheres performing as urgent a public duty as are the Boards of Education and the School Boards. Such a rule would tend to promote the interest of neglected children and mentally defective children, and would bring their care and education into line with the literary education of their more fortunate companions. It is only because public attention has never been directed to this subject, and its vital bearing upon the welfare of the community has not been appreciated, that the present loose method of leaving it to the local authorities to deal with, or not, as they may think fit, has grown up.

To my mind no great constitutional difficulty lies in the way of ensuring that municipalities should fulfil whatever public duty is finally laid upon them in any well-considered scheme for the care and protection of the feeble-minded class who are found within the Province, and in my judgment their fair share should comprise education in the larger sense and local supervision. I have indicated among the recommendations what I think are proper legislative changes required



School Building, Birmingham - Rooming
Birmingham State School.

to deal with the financial aspect of this subject. In dealing with education the Government should, I think, consider the matter in the light of the present policy of aiding schools; by annual grants and, if anything, deal more generously with the additional burden laid on the taxpayer for school taxes. The English Mental Deficiency Act of 1913 shows the care with which the Imperial Government encourages and supplements local effort and affords an outstanding example of the attitude to be adopted in introducing a new social movement and fostering its growth.

The exact relative proportion of state and civic contribution is somewhat complicated but can be worked out by those concerned in the effort to improve present conditions, who are familiar with the like problem as to normal children.

(18) DEGENERATE SETTLEMENTS.

I have had brought to my attention the existence of a tract of country, extending roughly from the hinterland of Kingston to that of Whitby behind the farming belt which forms a wide front on Lake Ontario. It is a district, formerly timbered, but now left by the receding of lumbering operations in a state unfitted for cultivation except in spots. Other localities have been mentioned to me, one near Parry Sound, said to be very bad, and others where similar conditions exist.

Scattered through these territories are groups of families, some degenerate, many feeble-minded, and often sexually immoral and criminal.

Their existence is known to the Judges of Assize, to Grand Juries, and to others, and steps should be taken to deal with the conditions existing there. A presentment by the Grand Jury of the County of Peterborough, on the subject, was made to Sir William Mulock, Chief Justice of the Exchequer, some years ago, and I have had it transmitted with other information to the Hon. the Provincial Secretary. I find that similar conditions exist in some parts of the State of New York and elsewhere in the Eastern States. In Maine, they form the subject of an extensive report to the Government of the State, in February, 1919.

They present a most difficult problem, and after discussing it with those qualified to speak from experience, I have come to the conclusion that there is only one effective way of dealing with the condition I have mentioned.

This is to take from the worst of these families, where such a course is dictated by their peculiar conditions, the females of child-bearing age, and place them in institutions where they can be cared for.

This will remove the chief danger, i.e., the reproduction of feeble-minded and degenerate children, and will leave these families to gradually disappear. They are, in most cases, incapable of improvement, and may as well be left in the isolation which has been their lot hitherto, to support themselves as they have done in the past.

As to those families where there is a promise of improvement, they should be removed from the district and planted down in various parts of the north country where Crown lands can be given to them as settlers. There, with proper assistance from the Crown, they can be given a chance to recommence life anew under proper auspices.

The moral and economic benefit to the community will far outweigh any expense entailed by their removal and settlement and will serve to remove an existing reproach to the Province which their immorality has unfortunately created.

I add here an extract from the presentment of the Grand Jury of the County

of Peterborough, and from the evidence of Col. Farewell, County Crown Attorney of the County of Ontario. The Grand Jury say:—

“A further reference may be made to Your Lordship’s suggestion as by some enactment, more or less sweeping, to close to further settlement and rural occupation in the extreme northern district. Your Lordship is right in your assumption that the lands in that district are not suitable to adequately support the population in reasonable comfort, *nor to afford the necessary municipal expenditure to provide what is necessary in the life of a people.*”

Col. Farewell, County Attorney, says of the back townships of the County of Ontario:—

“That class of people lived there on poor land, and there breed in and in; the relatives married and very often they dispensed with marriage.”

He adds that the community has largely developed feeble-mindedness and crime, and that the destruction of property by these feeble-minded people is very large through arson and train-wrecking.

(19) MARRIAGE.

Many authorities are very emphatic upon the importance of preventing the marriage of feeble-minded men and women. There will be found in the appendices to this report, and in the pamphlets accompanying it, strong expressions upon this subject. I give here two of the most striking, one is English and one is from the United States.

Dr. Tredgold, a leading English authority and consulting physician to the National Association for the Feeble-minded, says:—

“One great cause of feeble-mindedness and the source of two-thirds of it, according to Dr. H. H. Goddard, is heredity. The birth rate among the mentally defective is approximately twice that of the normal population.

“To cut off the possibility of the marriage of feeble-minded persons would reduce immediately the proportion of these laggards, paupers, criminals, and ne’er-do-wells. Only one means of accomplishing this end is agreeable to the sensibilities of the average citizen, i.e., segregation and institutional care.

“The importance of the question of marriage, therefore, and particularly the marriage of the ‘unfit,’ cannot be too strongly urged. It is far too often entered upon without any thought beyond the convenience or taste of the contracting parties, and, indeed, not always with even that amount of consideration, but sooner or later we shall be compelled to consider its effect upon future generations. Considering the amount of attention which is bestowed upon the breeding of our horses, cattle, dogs, and even our vegetables, it is surely not too much to ask that a little thought should be given to the breeding of our race.

“I see no reason why such restrictions with regard to persons suffering from mental deficiency should not be made in this country, although at present they are hardly likely to be passed with reference to any less pronounced conditions. But the relation of the sexes cannot be entirely controlled in this compulsory way, and it seems to me that it is chiefly to the education of public opinion and the gradual development of the conscience of the community, that we must look for improvement in this matter of the responsibilities attaching to marriage. Unfortunately, the tendency of recent legislation has often been in a contrary direction. It has aimed at quantity rather than quality, and, by diminishing in many ways the responsibilities of parents for their offspring, it has certainly not contributed to the develop-

ment of home life and of that grit and sturdy independence of character of which we English were formerly so proud.

"So long as we are content to raise no voice against the marriage of the diseased, the degenerate, the criminal, and the pauper, and are willing to educate, feed, clothe, and ultimately pension as many offsprings as these persons see fit to produce; so long as legislation is permitted a free hand in doing everything calculated to diminish parental and social responsibility, and to strike at the very root of any incentive to labour; so long as our law-makers and would-be philanthropists are blind to the folly of transferring the burdens and penalties inevitably following carelessness, improvidence, indifference, drunkenness, and unlimited selfishness, from the shoulders of those upon whom they should rightly fall to the careful, provident, and industrious members of the State; then so long will these classes multiply and these qualities continue to be perpetuated, and their numerical ascendancy is simply a question of time."

The First Annual Report of the New York Committee on Feeble-mindedness, issued October 1st, 1917, says:—

"The tendency to lead dissolute lives is especially noticeable in the females. A feeble-minded girl is exposed as no other girl in the world is exposed. She has not sense enough to protect herself from the perils to which women are subjected. Often sunny in disposition, and physically attractive, they either marry and bring forth in geometrical ratio a new generation of defectives and dependents, or become irresponsible sources of corruption and debauchery in the communities where they live. There is every reason in morality, humanity, and public policy that these feeble-minded women should be under permanent and watchful guardianship, especially during the child-bearing age."

The English Mental Deficiency Act of 1913 contains no reference to this subject, though questions were put to many witnesses thereon. The answer to all such questions generally was that the procreation of feeble-minded children should be prevented by detention, and that if that were done legislation against marriage was unnecessary and most difficult to formulate.

In the Report of the State Dependents Committee of Pennsylvania, 1915, the following appears:—

"Restricted marriage laws are, no doubt, advisable but, as suggested by Hastings Hart, restricted marriage laws are unavailing because the unfit produce their kind regardless of marriage laws. Sterilization is at best a partial remedy, and is restricted in application by public sentiment. It is not operative in any of the States that have passed sterilization laws."

In some of the United States, provisions have been made dealing with this subject. In Missouri, for instance, applications for license are published, and five days must elapse thereafter before the license is issued. In Kansas, North Dakota, West Virginia and Washington, it is made a crime to marry a feeble-minded woman under 45. In Michigan and New Jersey, no person who has been confined in a public institution as feeble-minded, is capable of contracting marriage unless properly certified by two licensed physicians as completely cured.

There is no reason why our marriage laws should not contain some provision upon the subject. That some legislation is needed is evident from the facts submitted to me by J. J. Kelso, Superintendent of Neglected and Dependent Children. Given a proper system of survey and registration, there is no sensible reason why those registered as feeble-minded should marry without let or hindrance. Where a boy or girl has been examined and registered as mentally defective, or has been

confined in an institution for the feeble-minded, he or she should be debarred from marriage unless certified by two registered physicians, qualified to judge, as being mentally fit to marry. This would entail little hardship, and would be a reasonable and proper precaution to take in the interest both of the individual and the State. Such a law could easily be carried into effect if issuers of marriage licenses were required to procure or have submitted to them a certificate from the Provincial Secretary, in whose office all those mentally deficient should be registered, that the candidates for marriage were not on the list. It would be impracticable to bar others not so reported and registered, but this limited restraint could not be said to be unreasonable.

Another and very salutary provision might be to require all applications for marriage licenses to be published for at least one week, so as to enable the friends or relatives or the authorities to interpose.

If it were made a criminal offence to marry a mentally defective female under the age of 45, and a penalty imposed of two years or more in gaol, it would at least stop the possibility of any children being born of the marriage for that period. If, in addition, the marriage were declared to be void upon conviction for the offence, the possibility of issue would be still further reduced.

The evil of propagating feeble-minded children is so great and the result of preventing it is so beneficial to the community that I feel justified in suggesting some action upon the lines I have indicated.

In Appendix P will be found a very interesting discussion of the whole subject of the right to marry, by Adolph Meyer, M.D., Director Psychiatric Clinic, Johns Hopkins Hospital, Baltimore.

(20) IMMIGRATION.

No doubt immigration will be watched with much more care now than in the past. Hitherto, examination has been confined to the physical, while the mental state, if not obviously unbalanced, has practically escaped scrutiny. Certainly no tests such as are known as the Binet Simon tests have been applied.

In addition to the immigration of adults, there was, until the war, and probably will be now, a large number of boys and girls sent over by homes established in England and Scotland. There are five receiving homes in Ontario, which I have communicated with in order to ascertain whether any mental examination in the Old Country has preceded their departure, and in the evidence will be found the answers of all. I think that greater care should be exercised on this side of the water over the mental health and the medical history of any boys and girls brought out by any society who are recruited from the homeless or neglected children in Great Britain and elsewhere.

With regard to adults, the following information has been made public by Dr. C. K. Clarke, who assisted in conducting a survey of the social institutions in the Province of Manitoba.

Speaking of the Canadian National Committee for Mental Hygiene, he says:—

“It has completed a careful survey of the social institutions in Manitoba, at the request of the Public Welfare Commission, which was appointed by the Manitoba Government, to advise on a policy to be followed when advances are planned. The survey has been finished and the report handed in. This will not be available for some time, but it has made plain the truth that among the many questions to be studied by the Canadian National Committee, none is of greater importance than that of immigration. What has been learned in several of the

provinces has confirmed the committee in believing that the public should be put in possession of some of the facts which make it imperative for the Federal authorities to go about the work of supervision of the new immigration which is bound to pour in on us, now that the war is over, with circumspection and intelligence.

"In certain Manitoba hospitals, 269 unmarried mothers were cared for in a year. Of these, 44.23 per cent. were of British birth; 25.76 per cent. Canadian. Making comparison with 266 cases studied in one Ontario hospital, we find a striking similarity in results. In Manitoba, the percentage expected, if we base our results on census statistics, should have been British 12.5 per cent., Canadian 46 per cent. What the proportion of defectives among the Manitoba cases was is not known, but it was, no doubt, great, as of a large number examined by us, 73.68 per cent. were defectives; 15.52 per cent. borderline cases, and 10.52 insane. Of the 266 Ontario cases, only 26 could be classified as normal, 45 were borderline cases, 191 feeble-minded, and 4 insane and defective. Surely comment on such statistics is unnecessary. What the future holds in store for the children of these unmarried mothers will make an interesting study for sociologists, and even a more interesting study for the taxpayer.

"In the Western Provinces, no doubt immigration plays even a more important role than in the East, and what the outcome of the importation of defective classes means is not difficult to guess. For example, in one Western Province, we found that taking 400 consecutive admissions to gaols, only 23 per cent. were of Canadian birth, while the Austrians who should, under normal conditions, number only 8 per cent., contributed no less than 33 per cent. of the total of them, and Russians, who should number 1 per cent., claimed 11 per cent."

It is hoped that representations will be made to the Department of Immigration and the newly organized Federal Department of Health, in respect to this vitally important matter, and that they will result in the establishment of a separate institution, or more than one, similar to Ellis Island in New York Harbour, where something more can be done than present facilities permit.

The following despatch from London, England, published on August 15th, of this year, shows that the British authorities are moving in the matter:—

"London, August 15.—The Ministry of Health has drawn up more stringent rules in regard to the medical inspection of aliens by port and sanitary authorities, as well as more thorough inspection of imported food. These regulations are now being considered by the Home Office."

The recent Immigration Act, passed by the Dominion Parliament, goes far to remedy the evil I have spoken of. By it, after the first day of July, 1919, in addition to the "prohibited classes," the following persons are prohibited from landing in Canada: Persons over fifteen years of age, physically capable of reading, who cannot read the English or the French language, or some other language or dialect. Other classes excluded are: Those likely to become a public charge; those of constitutional psychopathic inferiority; those mentally or physically so defective as to imply their inability to earn a living.

The length of time during which persons who enter Canada as immigrants may be deported has also been lengthened from three to five years.

It ought to be made a matter of representation to the Dominion Government, that in cases where immigrants are or have been admitted, whose cases show that the mental defect existed from an early age, the cost of their support should be undertaken by the Dominion Government.

This is fair, as the Provincial authorities are and will be powerless to enforce immigration laws and have, therefore, no opportunity to save themselves from the presence of those undesirables.

The following information will be of interest in considering the necessity for extreme care in dealing with the entry of immigrants into this country, and preventing that of feeble-minded persons.

Joseph P. Byers, Executive Secretary, American Committee on Provision for the Feeble-minded, says:—

“During the seven years, 1909 to 1915, inclusive, the total number of persons examined at Ellis Island, for entrance into the United States, was 5,418,088. Of these 114,974 were excluded as undesirable aliens. Of the latter number, 2,376 were excluded on account of feeble-mindedness, which gives a fraction over two per cent. of the total exclusions as due to feeble-mindedness.

“During this seven-year period, there was one feeble-minded person excluded in each 2,280 immigrants, but in the year 1915, when, as a result of the war, the immigration fell from over a million in 1914, to 242,722, and, when, as a result of this decrease, the authorities at Ellis Island were able to give closer attention to the matter, the ratio of exclusions on account of feeble-mindedness was one in every 720 of the whole number of immigrants.

“If it is assumed that the same careful scrutiny and examination of 1915 had been possible during the preceding six years, and that, as a result, the same ratio of mental defect had been found, viz.: 1 to 720 of immigrants, 7,525 persons would have been found to have been feeble-minded and excluded for that cause during the past seven years. Only 2,276 were, in fact, discovered and denied admittance. Is it not at least probable that the difference, 5,149, represents the number of feeble-minded foreigners, incorporated into our citizenship during the past seven years, through Ellis Island, on account of the inability of the authorities to do as effective work in the six years from 1909 to 1914, as in the year 1915?

“If these 5,149 people should be committed to State care and custody, and this rate of admittance maintained, it would mean the erection and equipment, every year, of one institution, with a capacity of 750 inmates. This would entail an initial outlay of at least a half a million dollars, and a yearly expense for maintenance of at least \$130,000.”

According to Dr. Thos. W. Salmon, the medical examination of immigrants into the United States now actually centres upon the diagnosis of feeble-minded, although only a few years ago this aspect was almost ignored.

A. H. Desloges, General Medical Superintendent for the Insane Asylums of the Province of Quebec, writes in the *Public Health Journal*, January, 1919:—

“If our hospitals are overcrowded, in the opinion of the Government, it is not because the *mentally defective and the feeble-minded* are more numerous than elsewhere, but because the foreign-born element occupy too large a place in our asylums. I will not speak of the British-born, although they, too, are in abnormal number, except to point out that if immigration agents had been more scrupulous in the selection of their recruits for this Dominion, there would not be such a large number of foreign-born as inmates of our hospitals.

“Judging by the results, it seems evident that these agents were satisfied with obtaining the premium offered for each immigrant, and that it matters not to them whether the enticed colonist was rather a candidate for psychiatric treatment than a worker in a great country; quantity and not quality, in many instances, was their only motto.

"This appears mostly in the case of foreign-born patients of whom it is my purpose to speak. On this point I feel comparatively at ease, because, although, nearly twenty per cent. of our insane, in Quebec, are foreign-born, my province is not much affected in comparison with the provinces of Western Canada, in which nearly *fifty per cent.* of the patients in the asylums are foreign-born.

"We, however, realize that the money we spend in the maintenance of the aliens of that category, who should have been left to be cared for by Russia, Austria, Germany, and other countries, is wasted and might be better employed in the promoting of colonization, the improvement of education, and the betterment of industry within our province.

"Let us ask, therefore, why so many of the patients who fill our hospitals are foreign-born."

Dr. J. D. Page, Chief Medical Officer of the Port of Quebec, in a paper read at the Fourth Annual Congress of the Canadian Public Health Association, in Toronto, September, 1915, entitled "Immigration of the Mentally Unfit," declares that a change in the medical inspection of immigrants is necessary, because Canada is facing a worse danger than overcrowding and drinking polluted water, namely, getting directly into the blood of the nation the blood of the inherited defects and diseases of the feeble-minded and the insane.

(21) LEGISLATION.

The outstanding enactment in relation to mental defectives is the British Mental Deficiency Act of 1913. According to the report made in 1917 by the Board of Control, appointed under its provisions, it was:—

"The outcome of long continued agitation by many social workers, who advocated the application of scientific treatment and humane care to an unfortunate class of congenitally deficient persons, who were so mentally wanting as to be wholly dependent upon others for support, or unable to manage themselves or their affairs with ordinary prudence throughout life. It was maintained that many such cases could be found neglected, both physically and educationally, or inadequately protected against the many pitfalls a normal person is able to avoid. It was also held that a large proportion of the more or less permanent inmates of prisons, work houses, institutions for inebriates, and rescue homes, were detained or under care as the result of innate weakness of mind, not innate badness, and that much of the mental abnormality that exists, and a great deal of the crime, pauperism, habitual drunkenness, and immorality, could be prevented by making provision for the protection, training and permanent care of those who are incapable of self-control, or of gaining benefit from the many facilities that enable a normal person to fit himself for a useful life.

"The persistent repetition of these arguments, and repeated representations to the Government, culminated during 1904, in the appointment of a Royal Commission 'to consider the existing methods of dealing with idiots and epileptics, and with imbecile, feeble-minded, or defective persons not certified under the Lunacy Laws,' with instruction to report as to the amendments in the law which should be adopted in order to ensure their better training and control."

That report was made in 1908, and was followed by the Act mentioned.

In the United States, the laws in force in New York and New Jersey are both recent and should be studied with care by those whose duty it may become to enact legislation on this subject. I am much indebted to Mr. W. D. Gwynne, for his analysis of the English and American legislation given before me. I agree with

him that there is a difference in the point of view, the old country legislation being greatly concerned with the rights of the individual, and the American enactments regarding the interest of the community, as the principal end to be served. I think, however, that difference is chiefly expressed in procedure, rather than in essentials, and in that respect I prefer the simpler and more direct way rather than elaborate precautions which are bound to greatly hamper any new social activity.

The definitions of mental defectives, given by the English Act, are four in number, and are as follows:—

(a) Idiots; that is to say, persons so deeply defective in mind from birth or from an early age as to be unable to guard themselves against common physical dangers;

(b) Imbeciles; that is to say, persons in whose case there exists from birth or from an early age, mental defectiveness not amounting to idiocy, yet so pronounced that they are incapable of managing themselves or their affairs, or, in the case of children, of being taught to do so;

(c) Feeble-minded persons; that is to say, persons in whose case there exists from birth or from an early age, mental defectiveness not amounting to imbecility, yet so pronounced that they require care, supervision, and control for their own protection or for the protection of others, or, in the case of children, that they, by reason of such defectiveness, appear to be permanently incapable of receiving proper benefit from the instruction in ordinary schools;

(d) Moral imbeciles; that is to say, persons who, from an early age, display some permanent mental defect, coupled with strong vicious or criminal propensities, on which punishment has had little or no deterrent effect.

In the New York Act of 1919, the definition is this:—

“ ‘Feeble-minded person’ means any person afflicted with mental defectiveness from birth or from an early age, to such an extent that he is incapable of managing himself and his affairs, or of being taught so to do, who, for his own welfare, or the welfare of others or of the community, requires supervision, control or care, and who is not insane or of unsound mind to such an extent as to require his commitment to an institution for the insane, as provided by the insanity law.”

In dealing with this subject, it is most important to clearly define those who are to come within the provisions of any legislation affecting the mentally defective.

In all the classes mentioned in the English Act, there must have been a mental defect from an early age, and the same qualification is made in the New York Statute. It is only when dealing with the formal evidence before commitment that proof of this element results often in embarrassment. The possession of the mental defect from an early age is, of course, the mark of the mental defective as well as of the idiot and imbecile. I am much in favour of adopting as a comprehensive term the word “mental defective,” and dividing those whom it includes into classes as described in the English Act, and then making the same general law as to the power of commitment, detention, parole, and discharge applicable to each class.

An examination of the English Act on the point of local responsibility may help in forming some guide for similar legislation here. Under it the local municipal authorities are primarily responsible for setting the Act in motion. Their duties are:—

(a) To ascertain what persons within their area are defective, subject to be dealt with under this Act, otherwise than under paragraph (a) of subsection one of section two of this Act;

(b) To provide suitable supervision for such persons, or if such supervision affords insufficient protection, to take steps for securing that they shall be dealt with by being sent to institutions, or placed under guardianship in accordance with this Act;

(c) To provide suitable and sufficient accommodation for such persons when sent to certified institutions, by orders under this Act, and for their maintenance therein, and for the conveyance of such persons to and from such institutions;

(d) To make provision for the guardianship of such persons when placed under guardianship by orders under this Act;

(e) If they think fit, to maintain in an institution or approved home, or contribute towards the expenses of maintenance in an institution or approved home, or the expense of guardianship of any defective other than aforesaid;

(f) If they think fit, to provide for the burial of persons dying in an institution or when placed under guardianship in accordance with this Act;

(g) To appoint or employ sufficient officers and other persons to assist them in the performance of their duties under this Act;

(h) To make to the Board annual reports and such other reports as the Board may require.

These duties do not include defective children within the jurisdiction of a local education authority. Upon the latter body is cast the responsibility as part of their educational duty:—

(a) For ascertaining what children within their area are defective children within the meaning of this Act;

(b) For ascertaining which of such children are incapable by reason of mental defect of receiving benefit or further benefit from instruction in special schools or classes;

(c) For notifying to the local authority under this Act, the names and addresses of defective children with respect to whom it is the duty of the local education authority to give notice under the provisions hereinbefore contained.

But all these duties, by whosoever performed, except that of ascertaining what defectives in their area are liable to be dealt with under the Act, are conditional upon the contribution out of moneys provided by Parliament being at least one-half of the net amount of the cost of performing them.

The Act recognizes the help that may be given by voluntary agencies and the Government grant may be expended for assistance and supervision by these bodies given to defectives who are not in institutions.

In Cambridgeshire, the County Council appointed an Enquiry Officer, who, after determining the existence of defect, was authorized to make some voluntary arrangement to leave the defective undisturbed, but under the supervision of some friendly visitor who could keep the officer duly advised. This needed no certification and no commitment, and saved expense, no unimportant item at present.

There are two different cases dealt with, namely, voluntary or certificate cases, whose parents or guardians themselves desire to place them under guardianship or in institutions, and statutory cases. The voluntary cases, if under 21, can be dealt with only by the parent, who must procure two medical certificates and judicial authority for commitment to an institution, or for guardianship. Provision is also made for the withdrawal of these defectives. If over 21, or in case guardians apply, the statutory procedure must be followed. Statutory cases require medical examination and certification by two practitioners and judicial order for either guardianship or committal to an institution.

Very elaborate provisions are contained in the Act to safeguard in every way the mentally defective from being deprived of his liberty without due precaution being taken to secure him and his relatives or friends a fair and open hearing.

An Act relating to this subject, passed by the Union of South Africa, in 1916, is very full and ample.

In the United States, where provision has been made for dealing with the feeble-minded, various enactments have dealt with ascertainment, supervision, institutional care, commitment, parole and discharge. These vary considerably, depending upon the mode of State administration and the excellence of the system in vogue and the institutions provided for reception. Practically all adopt in one form or another, voluntary admission to institutions, and that preceded by judicial order, while as to discharge there is little homogeneity.

In Ontario there is great need for a consolidation of the various statutes dealing with lunatics, hospitals, private sanatoria, reformatories and refuges in regard to these matters, and for the simplification of procedure dealing with admissions, detention, parole and discharge. The exact form in which this should be done will depend largely upon the system adopted, but some matters may be pointed out in which some advisable changes may be indicated.

The provisions regarding the declaration of lunacy as found in the Ontario Lunacy Act might with profit apply to all cases of mental defect and incompetence, including epilepsy, and explicit provision should be made that the evidence upon such applications should include affidavits by two registered practitioners, one of whom should be an alienist properly qualified in the particular case. Jurisdiction might be vested also in the County and District Judges, except where the matter is contested, when it should be transferred to a Judge of the Supreme Court of Ontario in Chambers.

The Provincial Secretary should be the authority to discharge from an institution in all cases, and parole should not be left to the discretion of the Inspector of Prisons and Public Charities, or to any other single official, except with the consent of the Provincial Secretary or a departmental committee or Board of Control, if established.

This last point I regard as most important. If parole can be granted to the female mental defectives from refuges by direction of the inspector only, as was done recently in some cases mentioned before me, then there is no real security. At the time these inmates were paroled the reason given was lack of room in the Orillia Institute, but according to the statement of Mr. Downey, there were vacancies on January 1, 1919, for eighteen females. No one should be paroled unless some paramount authority is persuaded of the fact that the individual defective and the community are both being served. And no proper sense of responsibility can be created and maintained if parole can be given simply at the discretion of one official, however able and conscientious. There needs to be a powerful check on any action which may undo the work of years.

As to voluntary admissions, these should be left to the discretion of the Superintendent of the institution in question, except those of a correctional or penal nature, provided always that he should report his consent or refusal for approval or disapproval to the Provincial Secretary or the Departmental Committee or Board of Control, if established, in whom power to overrule the decision should reside. No voluntary admission to any institution, home or refuge of an adolescent boy or girl under the age of fourteen should be permitted except upon the petition of the person concerned or his parents, guardians, next of kin or friends or of the

Attorney-General, coupled with the same evidence as is required on an application under the Lunacy Act and upon the fiat of a County, District or Supreme Court Judge. But in all cases over fourteen a judicial decision should be had, with all proper formalities.

As to private homes, the provisions of the Act respecting private sanitarium, now confined to those suffering from mental disease, ought to be extended to include persons suffering from certain kinds of mental defectiveness, and special homes should be licensed for patients of that class and also for the reception and care of idiot children. In any case of admission to or discharge from a private home notice should be sent to the Department of the Provincial Secretary with details of the case for the use and information of the Departmental Committee or Board of Control, if established.

I have already alluded to the fact that all our corrective laws in Ontario are based upon the idea that legislation is needed to apply to normal persons only. But conditions arise which give rise to difficulty because mental defectives have to be dealt with under those enactments. For instance, the Juvenile Court may order delivery of a child to the Children's Aid Society, whose duty it thereupon becomes to provide a foster home. This duty is not properly applicable to mentally-defective children, and it is not intended to apply to them. The large number of mental defectives which pass through that Court show that a change is sorely needed both in the legislation governing the Court and the Society and in the direction of proper provision for these children.

The Act regarding Industrial Refuges for females (9 Geo. V, c. 84) needs amendment, and so does the Children's Protection Act, in the direction of providing for the future of the mentally defective who may come under one or other Act. Under the former Act, which is penal, the sentence cannot be for more than two years, and no provision is made for the detention of a feeble-minded girl unless she is removed by the Inspector to the Orillia Institute. If he does not recommend, or there is no room for her at the Institute, she is entitled to her freedom when her sentence expires. This is not right or proper. She ought to be further cared for, and in a proper place. The Children's Protection Act only gives power to place out till twenty-one, after which the child may go free. This Act lacks any provision for the mentally defective either when first discovered, or, if placed out, for ultimate care. The Houses of Refuge Act, R.S.O., 1914, c. 290, contains a provision which I regard as objectionable. It is to the effect that "any person authorized for that purpose by by-law" of a municipal corporation may commit feeble-minded persons, not fit subjects for Insane or Idiot Hospitals, to the County House of Refuge. How does "any person" know who is feeble-minded or what his or her mental state is. He may be anybody not skilled in psychiatry, and yet no provision exists stating how he shall qualify himself nor upon what evidence he shall act. The female inmate, too, can be indefinitely detained in a place which, if partially filled with poor or indigent persons, or those without means, but with ability to work, is probably either no place for them or for feeble-minded women.

One great defect in our laws is that admissions to refuges and such like institutions are not more carefully watched. No one can deny that the inmates generally found there are better off than if left to the mercy of the outside world. But care and enquiry as to environment and history bestowed at the time of proposed entrance would result in great benefits. It would give the key to subsequent treatment and ultimate destination. But above all, it would ensure that none, however destitute or defective, would be put away out of sight in any institution

without responsibility being properly assumed and treatment wisely decided on. If my recommendation as to the course to be followed in all cases of voluntary admission is adopted this condition will disappear.

Many of the foregoing suggestions arise from the fact that the mentally defective are not supposed to be in certain institutions, and therefore the provisions do not properly provide for their cases. But they are there both to their own detriment and the serious disorganization of the proper work of the house. They ought to be prevented from entering them at all.

In all the acts of this class the words used for examining or certifying physicians are either "physician" or "legally qualified medical practitioner." No provision is made that the physician or medical practitioner shall have any training or qualification as an alienist, or even that he shall know anything about it. It is high time that this defect was remedied and special provision made for proper examination in all cases of suspected mental defect by those who have specialized in it.

I hope, too, that more encouragement will be given medical students and practitioners to study this branch of medicine.

I have added to this Report, in addition to the appendices already referred to in it, four more which deal with interesting aspects of this question. They include (Q) Principles adopted as the foundation for the Report of the Royal Commission on the care and control of the feeble-minded. (R) Conclusions of the members of the Royal Commission upon their visit to American institutions; (S) The Aims of a Psychiatric Clinic, by Adolph Meyer, M.D.; (T) Feeble-mindedness and the law from a medical viewpoint, by Thomas W. Salmon, M.D.

CONCLUSIONS AND RECOMMENDATIONS.

Conclusions.

The general conclusions I have reached in this matter can now be stated:

1. In the Province of Ontario feeble-mindedness or mental deficiency has never been legally defined nor practically dealt with. There is one institution, excellent in kind and management, into which all kinds of mental defectives, except the insane, have been sent, when there was room for them, or when the various penal or corrective institutions got tired of caring for them or became overcrowded. But the Province has not, and never had, any machinery for ascertaining mental defectives, for educating them, or for trying to prevent their easy development into irreclaimable criminals. Even the legislation in aid of neglected children and the school acts providing for the education of the young deal wholly with normal children. Those who are not normal are left to find their way into the courts and thence to gaol, or remain to be a constant factor in hindering the education of ordinary children and demoralizing their conduct.

The magnitude of the evil, thus left untouched, is very great. There is no more potent influence in the production of vice and crime than the unwatched mental defective. This Province is no exception to the rule, abundantly proved in other countries, that the largest proportion of crime and of the cost of endeavouring to counteract it, are due to mental defectives who have been allowed to continue at large. Never having had any useful training in their youth, they are allowed in maturer age, as "repeaters," to congest the courts and crowd the gaols. The

inter-relation of crime and feeble-mindedness is put beyond all controversy by what is detailed in this Report.

If the cardinal fact could be assimilated that the elimination of the mental defective from the school and from the street, and from the agencies engaged in reforming character, would render the efforts of teachers and social workers comparatively easy and empty the gaols of over half their inmates, and that these unfortunates can, if taken in time be made comparatively happy and useful, there would be little time lost in bringing about that desired result.

It is the mental defective among the population of our Province who has, and, if left untouched, will, continue to hamper and defeat in large measure the social and educational work done in our midst and to waste the effort to bring about better conditions. There is therefore great need for an immediate, intelligent and systematic effort to ascertain, record, educate and care for the mentally defective, to know whom we mean by that term, and how many there are. It is necessary to realize that they fall broadly into two classes, the comparatively harmless and the anti-social; and also to grasp, as the leading idea, the fact that while these two classes may need, in the end, totally different treatment, the whole benefit to the public is brought about by the application of proper care and training to all who come within the definition of feeble-mindedness, provided they undergo it at an early age. Dr. Tredgold, the eminent British authority upon Mental Deficiency, estimates that among aments, i.e., mental defectives, out of every 100 there will be found only 6 idiots and 18 imbeciles as against 76 feeble-minded, one-half of whom would be children. This startling proportion shows what a wonderful chance, and at the same time what a terrible risk, there is as regards this class. If it is properly cared for, through the proper industrial training of the young, three-quarters of the mentally defective will be kept practically out of harm's way. If neglected, this same proportion is at large in the community, creating trouble, distress and crime. No single fact is so well established now as that most of the feeble-minded can be trained and made proficient in industrial work and manual labour. They can be made happy, healthy, and in many cases almost, if not altogether, self-supporting. They need special or institutional training and must have supervision always. But if allowed as children to run wild and untrained they develop vicious qualities and degenerate into criminals.

Another conclusion which I cannot help reaching is that there is at the present time a large amount of effective voluntary effort and a great deal of really well-informed and alert official talent, which are in sympathy with the idea of progress in this direction and are only waiting the opportunity of a well-considered move upon right lines to help in its success. I must, however, insist that, while this is true, there remains, side by side with it, an almost complete ignorance on the part of the public generally, of the fact that feeble-mindedness in all its aspects is the greatest hindrance to progress and efficiency in the social, educational and industrial world. This want of knowledge and consequent indifference exists even in many circles where one would expect more enlightenment.

Still another conclusion is that the problem is not as large as it is sometimes made out to be, and that great progress can be made in this Province along lines that are reasonable and not too costly. The great lack to-day is in the want of appreciation of how radically unsettling to any work is the presence of the mental defective, causing lack of proper direction in effort and want of co-ordination to the forces which are doing social or educational work in the community. The result is a waste of energy due to the failure to eliminate from our social fabric

the element which is continually marring our best efforts. This disturbing factor should be taken out of ordinary normal life and treated as a separate condition and not merely as a nuisance and handicap. This can be done if a beginning is made in the schools.

The feeble-minded delinquent can be helped, if discovered young enough, properly trained and allowed liberty only on proof of good behaviour, and then under adequate supervision. This, as experience demonstrates, has resulted in large measure in saving him from degenerating and lapsing into crime. The main agencies in this Province of a helpful nature, that deal with the young, are, in the first place, the schools for those between 8 and 14, 16 and 18, who constitute largely the hope of the nation. Below and above those ages the benevolent agencies which meet with and have to deal with youth are the Children's Aid Societies, the Juvenile Courts, the homes, the orphanages, refuges and the various social workers who come into contact with the young.

When mentally defective children get beyond the school age, which is the formative stage, they must, if they have not been properly directed, trained, supervised or dealt with, be looked at from a totally different point of view, that is, as social problems. By that time their place either as comparatively innocuous members of society, or, as a rule, habitual criminals, or anti-social factors has become fixed. It is, therefore, essential that the social agencies dealing with the young should work harmoniously together, and that the educational authorities should co-operate with them. In Ontario, while the work of the Children's Aid Societies and of the Juvenile courts is on the whole satisfactory, the statements made before me show that in Toronto, the largest and most important centre, neither agency is meeting with the encouragement and aid that it needs—because its vital importance is not properly recognized.

The Detention Home, a most important feature, is now hanging on, owing its precarious existence to the kind interest of some citizens who are ashamed to see it die. It has been, in the past, barely existing, in inadequate quarters and without any appreciation of that fact by those whose duty it is to provide proper accommodation, nor a realization that it ought to be not merely a night lodging-house, but a real home where the young can be studied for a greater or less period and some progress made in determining their normality, their bent and environment and their proper destination before they are dismissed from it. On the medical side the Psychiatric Clinic is not given, as it should be, a recognized place as part of the staff of the Children's Court, nor is room provided for it. Its work is entirely voluntary. No open Reception Hospital exists, even its miserable quarters being closed to new patients. Its history is a good example of the total lack of appreciation in the City of Toronto of its beneficial action or of its place in any humanitarian effort for the mentally afflicted. The Boards of Education and School Trustees throughout the country have practically neglected the opportunity given by the Auxiliary or Special Classes Act to form special classes for the training of mentally-defective children, and so have failed to deal with their share of the burden. The Auxiliary Classes, though intended to include mental defectives, are now used only for physically-defective children. The presence of the mentally-defective child now seriously complicates school work and renders it difficult and unsatisfactory. These matters are all shown by the evidence produced before me where the exact position at present is brought out. Great need exists for a new vision of education in which child life will not be considered completely cared for if literary studies are provided during certain years. All the agencies I have mentioned deal with the

young and in their sphere perform some essential service. But the classification into normal and abnormal has not yet been established in any part of the whole system of training the adolescent. It is, perforce, noted at certain points and in certain circumstances, but its necessity does not stand out as essential.

The want of any machinery for ascertaining who are the feeble-minded, and particularly for classifying them with a view to their proper supervision and destination afterwards, whether in or out of school, is apparent, and the absence of the Auxiliary or Special Classes both in the urban and rural school sections accentuates this lack and renders intelligent dealing with the mentally defective most difficult. Such classes as exist are few in number and only in their infancy, and the need for instruction of a different kind from that provided in the ordinary schools has not yet been realized in any really substantial way. The most hopeful feature I have seen is the promulgation of a course of study in the University of Toronto for teachers and others who propose to do social work in connection with the mentally defective, etc.

Upon the medical side, there are in Ontario only three psychiatric clinics, supported largely as voluntary efforts, by the Toronto General Hospital and the hospitals in Hamilton and Ottawa. These indispensable accessories to any properly thought-out system of Children's Aid or Juvenile Court work, and to the detention of the mentally defective need strong encouragement and extension. And they require further a definite place in the system and should not, as at present, be treated as merely volunteer aid to be used or not, as events may decide.

In looking at the mere physical conditions, I find no place but the Orillia Institute in which the feeble-minded can be housed, and there is no suitable or properly equipped Reception Hospital in operation. The Orillia Institute has had one-quarter of its space filled with insane patients during the past few years, owing to the occupation of the Whitby Hospital for war purposes. This should be changed without further delay, and then the Orillia Institute will be able to do what it has been prevented from doing, and that is, to afford room for the feeble-minded now either uncared for or in gaols, penitentiaries and reformatories. The representatives of every benevolent or corrective institution which appeared before me gave evidence of the number of feeble-minded who were in their charge, and in each case deplored the necessity of having to take them in owing to the want of provision for them elsewhere. No properly organized system for transfer exists, perhaps because of the lack of accommodation, although on 31st January, 1919, there was room in the Orillia Institute for eighty-two male and eighteen female inmates. This Institute, while in excellent condition and well run, is entirely handicapped by its miscellaneous population and by a want of outlet for the industrial output which it should be producing. In other words, the vital principle in the education of the feeble-minded, *i.e.*, industrial and manual work, is perforce practically at a standstill in Orillia and its needed extension baffled, partly because to produce is useless since there is no way in which the product can be marketed or used, and partly for lack of a proper colony system which would enable it to overcome the handicap of such a large proportion of low-grade idiots and imbeciles. That system would provide proper places for those capable of trained labour and give capacity to receive more of the higher grade defectives than it does at present. Much in the way of productive labour could be done by using the Orillia Institute if equipped with near-by colonies, as a supply base for the other Government institutions and those getting yearly aid from the public purse. Nor has it a depart-

ment capable of taking in and dealing with children under six years of age, a provision which I think is needed in this Province.

There are no private homes licensed for the feeble-minded except such as no doubt exist under the Private Sanitaria Act, though these are only for those suffering from mental diseases.

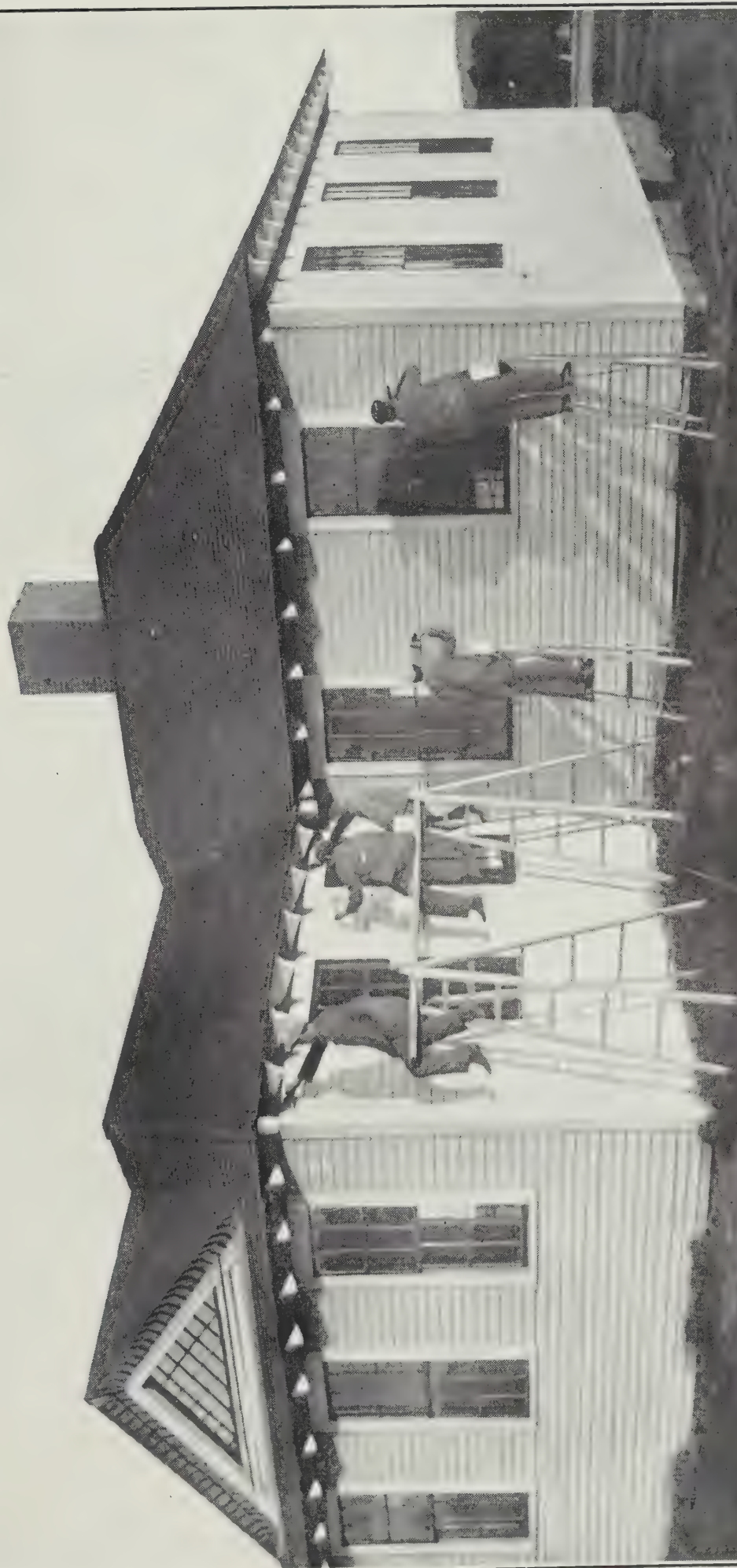
A survey of the gaols, reformatories and other institutions is urgently needed, so as to relieve them of the mentally defective who are generally capable of training and industrial instruction, and if accommodation is not available at the Orillia Institute after the insane have left it, further provision should be made at once for those found still uncared for.

The feeble-minded female of child-bearing age and the feeble-minded delinquent who is a "repeater" or shows marked criminal instincts, should be detained indefinitely. Provision must be made for these two classes, one in ordinary institutional or colony life in quarters suited to their needs, and the other in that kind of institutional life known as the Colony system. The statute laws relating to matters germane to this whole subject need entire reconstruction and revision. It is a remarkable fact that, except as regards females, our whole legislation is, broadly speaking, based on the idea that in our population the only exceptions from normal are either insane or epileptic, and that no criminals are mentally defective. A definition of mental deficiency must be laid down, simple methods of commitment to appropriate institutions are required as well as provision for parole and for discharge upon proper terms; more power for detention should be given to those refuges where the majority of inmates are feeble-minded, and discharges therefrom should be carefully guarded. Indeed, any proper system for the care and supervision of the feeble-minded will need an entirely new outlook and the remodelling of the many existing laws, and will require for its organization and direction an enlightened and comprehensive policy. Some considerations of a general character need to be kept in view and must influence the nature of any recommendations which are made.

The field in which the work of identifying and dealing with the mentally defective lies is one which is occupied by agencies doing active and necessary work among the young—most of them with statutory authority, and one, the School Boards, with a very elaborate system and old-established methods. In addition, there are many voluntary societies whose workers are well informed and have definite objectives. To begin a new effort, even though it is one to free these agencies from a recognized drawback, is to interfere with well settled ways and habits of thought and action. Great discretion is called for, and the happiest way to induce harmonious co-operation is to draw into the new activities some of those agencies which will necessarily be affected by its operations, and so gain entrance with the least dislocation and with a minimum of misunderstanding.

Again, nothing is so quick to produce desirable results in a situation such as I have outlined, as the knowledge that behind the new movement there is a definite and sensible policy, and that everything necessary to give effect to it, whether by way of legislation, regulation or otherwise, will be thoroughly and quickly done.

One thing has been made clear to me by my enquiries: It is that the present interest in the question of the mentally defective, both here and elsewhere, arose as the direct result of the growth of preventive medicine, the principle underlying which stimulated alienists as well as other physicians. It cannot be said to be due to a recognition of the evil as a social problem. It follows that its apostles are chiefly medical men who have studied psychiatry and psychopathy and those



Templeton Colony Mass.

whom they have interested in their discoveries. But these alienists are few in number, and the bulk of the medical profession know little about mental defect. As the true way of dealing with the evil of mental deficiency is as a medical problem before it can reach the strength of a social one, there is urgent need of a great movement in the medical profession, the hospitals and the universities to bring up that profession to a standard of knowledge adequate to cope with the situation. Signs of a consciousness of this fact are becoming apparent, but much, very much more is needed if the care of the mental defective is to be handled to the best advantage of the State.

Recommendations.

In making recommendations for the practical application to the conditions of our Province of the foregoing conclusions and the various considerations which have been presenting themselves in this report, I am desirous of suggesting what can be accomplished without casting an undue burden upon the finances of the Province or on its municipalities. At the same time a well-defined objective and the means necessary to reach it are indispensable.

If the matters elaborated in the Report are treated as indicating the general line to be followed in dealing with a most important social reform, it will be apparent therefrom that the information and education of the public are indispensable to the ultimate success of whatever plans are finally adopted. Such plans, which must necessarily represent a continuous and combined effort, must in some parts provide for future developments, but this does not in any way prevent the immediate adoption of measures which will in themselves ameliorate present conditions and also help greatly in any scheme of public propaganda. My recommendations will therefore deal with organization, education—plant and equipment and revision of existing laws, and will include suggestions for handling the problem in its practical aspect.

I have therefore the honour to recommend:

1. A systematic detailed survey, with proper professional assistance and opportunity for the study of individual cases; a plan of registration covering the Province by which the mentally defective will be identified and classified; the adoption of a plan for educating, assisting and supervising those who are shown by this survey to be in need of help through institutional care or by trained supervisors, probation officers or social workers; and the detention in permanent homes or refuges, preferably of the colony type, of mentally defective women who are of child-bearing age, and for the segregation in institutions and colonies of both male and female feeble-minded delinquents whose anti-social qualities or criminal tendencies show a necessity for permanent restraint. The survey should proceed first through existing agencies, such as the Children's Aid Societies, Juvenile Courts and the public schools, and should be conducted in the light of the three leading ideas which I have already stated, namely, (1) that early diagnosis will enable care to be bestowed where it is most likely to do good and will enable classification to be begun: (2) that those then diagnosed as morons, whose disability declares itself later, and whose potentialities for evil are great, may, if trained in their early years be deflected from crime and made comparatively useful members of society, and (3) that the results to the community of survey, care and supervision will be found to be exactly in the same ratio as are the excellence or carelessness bestowed upon these efforts. In other words, the community will only get, in this particular, exactly what it pays for.

Registration is probably only needed in case of those who are designated as feeble-minded according to the following definitions:

“Feeble-minded persons—that is to say, persons in whose case there exists from birth or from an early age mental defectiveness not amounting to imbecility, yet so pronounced that they require care, supervision, and control, for their own protection or for the protection of others, or, in the case of children, that they by reason of such defectiveness appear to be permanently incapable of receiving proper benefit from the instruction in ordinary schools;

“Moral imbeciles—that is to say, persons who from an early age display some permanent mental defect coupled with strong vicious or criminal propensities on which punishment has had little or no deterrent effect.”

Those who are idiots or imbeciles are easily known and generally taken care of and are usually unlikely to marry. The survey can be gradually extended when the urgently-needed work already outlined has been got in hand.

The confinement of those needing detention on account of anti-social qualities should proceed upon the principle of finding continuous work under proper conditions, the females in institutions where they can be educated to engage in such work as is suitable for them, and the males in colonies where out-door work can predominate and where they can be trained in manual labour, in farming, reforestation, breaking and clearing land, building roads, erecting buildings and in other forms of activity.

2. The formation of a Board of Control or of a Departmental Committee, under the general control of the Provincial Secretary, and under the chairmanship, if possible, of some energetic, well-known and philanthropic citizen, and with an executive and paid secretary of known experience, who should be appointed an official of the Provincial Secretary's Department. Such a Board or Committee should include in its personnel individuals selected from organizations such as the Children's Aid Societies, the Canadian National Committee on Mental Hygiene and the Provincial Association for the Care of the Feeble-minded, and other kindred bodies engaged in social welfare work; from the hospital staffs or physicians already interested in psychiatric work; from the medical health officers of municipalities, and from probation officers, together with at least one member who has had practical experience in the care of the feeble-minded. Provision should also be made for the presence on it of some public-spirited men whose experience and interest would be of great value in stimulating public opinion.

This Board or Committee should elaborate a proper scheme of survey and registration and also provide for the important subjects of early diagnosis and of paid expert study and supervision as well as for the extremely important duty of co-ordinating and profiting by the work of all social agencies and workers who come into contact with feeble-mindedness.

The co-operation of the judges and the legal profession, as well as that of municipal officials, should be solicited to aid in the remodelling of our statute laws and legal procedure which at present require renovation in so far as they bear upon this subject. I look with confidence to some aid from both the Bench and Bar and from the municipalities in this department of activity, and I am sure it can be procured if the subject is properly placed before their associations as well as before individual members of the Bench and Bar and of the Municipal Service.

The size and constitution of this Board or Committee will be indicated by the scope of its work and purpose when these are determined. It should undertake to

issue what literature is necessary and look after and initiate such propaganda as may be decided upon. In the projected survey care should be taken to include the examination and classification of all confined in penal institutions or asylums or resident in refuges or other similar establishments in which the feeble-minded are usually to be found, and of all school children.

I further recommend the appointment at once of an Inspector for Mental Defectives or for the Feeble-minded, who should be regarded as an independent officer in the Provincial Secretary's Department.

3. The erection of a properly equipped Psychopathic Hospital in Toronto, to be followed by others in suitable centres. This hospital should be arranged and maintained so that it will provide for the examination and study of all suspected mental cases before their ultimate destination is finally determined, and should afford facilities for clinical instruction and psychiatric research as well as for the training of special hospital nurses. To that end it should be provided with proper equipment and with a competent staff of psychiatric and psychological experts. Its location should be near one of the larger hospitals, the use of whose equipment might save much expense. This should be preceded or supplemented by the immediate erection of a new and up-to-date Reception Hospital in the City of Toronto for the reception and temporary care and study of all suspected or acute cases of mental trouble, and should contain provision for the seclusion and treatment of cases which may by that means be saved from developing into chronic insane patients. Nothing is to be gained by putting up or providing a mere temporary shelter for mental cases in some old house, unless they can obtain proper care in the incipient and early stages of mental disturbance.

4. The enlargement of the scheme of Juvenile Courts so that they will be opened in various centres in the Province and will, as soon as can be arranged, be provided with similar scientific assistance by psychiatric and psychological experts whose services will be recognized as open to all judges and magistrates dealing with criminal cases. The proper co-ordination of these important agencies with the work of the Children's Aid Societies is most important, and the latter should be provided with Detention Homes whose immediate and proper establishment should be insisted on with due regard to their purpose as something better than mere lodging-houses for delinquent children. I refer to the need of study and consideration for those cases who prove mentally defective or, if normal, need help and the securing of proper environment. Also the laying down of a proper standard of building and equipment for Juvenile Courts with reasonable facilities and accommodation for the necessary help rendered by outside voluntary bodies and persons, both in the Court work and in the supervision needed pending disposition of the cases as well as the more intensive work done afterwards by probation officers, trained supervisors and social workers. Provision should also be made for psychiatrists as an integral part of the staff.

5. The opening of a parent institution similar to that at Orillia in the northern part of the Province to which the colony system as outlined in this report can be applied in due course, and the extension of the colony system in connection with the Orillia Institute. These should be equipped with mechanical facilities for the various kinds of industrial work and manual labour as indicated in this Report, and there should be a distinct advance projected in the direction of providing a proper outlet for what is produced in the supplying of all similar institutions and of others which receive Government aid. The enlargement of the scope and outlook of industrial work and manual labour at the Orillia Institute is urgently

called for, if it is to be the industrial centre of the work, and also the acquisition of more farm land and more scientific equipment for larger schemes of productive work, such as poultry farming, a canning factory, scientific fruit farming, etc. Reforestation colonies should form a feature in the new advance. The proposed colony farms to be established by the City of Toronto, as set forth in this Report, should be encouraged as forming a useful outlet for mentally defective children found in Toronto and not otherwise provided for.

6. More adequate provision for the permanent segregation of feeble-minded women of child-bearing age by providing, either through the enlargement or the increasing of present facilities, of suitable places for detention and also amplifying their training in useful pursuits. The survey of the present refuges, particularly in cities and towns, should be made with a view to their removal to proper and suitable locations and the provision for more adequate buildings. Many of them are wrongly placed and poorly constructed and have made no provision for the education of their inmates or their proper training in industrial work. Consideration should be given to the practicability of establishing laundry colonies near large cities and towns and also town colonies similar to those planted by Dr. Bernstein in Rome, N.Y., particulars of which will be found in the Report.

7. The amendment of the present legislation, both Federal and Provincial, in the direction set forth in this Report with regard to Juvenile Courts and increasing their jurisdiction up to the age of 21 and in other ways so as to provide for such powers as are necessary to carry out any system of probation or supervision which may be adopted and to enable the judges of those courts to deal with their cases unhampered by provisions as to remand and custody at present only properly applicable to the ordinary criminal courts. The enactment of a simple and uniform procedure dealing with admission to and discharge from public institutions and private homes and the establishment of a proper system of transfer of the mentally defective from institutions in which they ought not to remain. The particulars of the provisions here referred to will be found in this Report under the section dealing with Legislation, where many anomalies are referred to and where the procedure advocated is set forth in some detail.

8. The compulsory establishment by Boards of Education and School Trustees of special training classes for mental defectives as part of the Provincial scheme of education and provision for the training of teachers so as to specially equip them for this work. These special classes should be so organized and managed as to provide an opportunity for the proper study of the pupils in them with a view to their ultimate destination. It should be obligatory upon parents to permit their children to attend these classes where so required by the school authorities. No child designated as needing special instruction in these classes should be permitted to remain in an ordinary class.

9. Recognition of the need of skilled medical advice in regard to mental defectiveness in dealing with all criminal cases and the establishment of proper clinics attached to or available for the courts administering criminal justice.

10. The establishment of suitable mental clinics each with a competent physician and social worker by municipalities in which there are hospitals, and proper financial assistance and aid by the Province in this regard on the lines set forth in my second interim Report dealing with venereal diseases and the enactment of such regulations or statutory provisions as will require municipalities to establish them where deemed necessary by the Provincial Secretary.

11. Prompt dealing with degenerate settlements or vicious centres developing

feeble-mindedness, by the immediate segregation of the females of child-bearing age, the removal of those families who give promise of improvement to other sections of the Province and their establishment there under conditions of help and encouragement.

12. Amendment of the Municipal Act, the Juvenile Courts Act and the Children's Protection Act so as to give the Lieutenant-Governor in Council greater powers in relation to such municipal duties as are or may be imposed on municipalities in regard to provisions for mental defectives.

The respective duties of and contribution from the Provincial and municipal authorities should be clearly laid down upon the lines indicated in the section of the Report dealing with this branch of the subject. Those duties so far as they affect municipal bodies might well be modelled upon the Mental Deficiency Act 1913, with due regard to the difference between the municipal systems existing there and in this Province. The powers of the local agencies constituted under the three Acts I have referred to should be assimilated to those of the Boards of Education with regard to financial provision for their work and its maintenance and upkeep. By this I mean that a requisition from these agencies for buildings, equipment and up-keep should be treated on much the same principle as are the requisitions of the Boards in school matters. That is to say, that the moneys required for salaries and maintenance should not be subject to refusal by the municipality. If however the municipality so desires, the matter should be referred to the Lieutenant-Governor-in-Council who should determine the amount to be provided. As to expenditure for permanent buildings and their equipment the same rule should be followed, with the right of the Lieutenant-Governor-in-Council, on being applied to, to fix the sum required for the proposed work. In this way the Provincial Government will be in a position to see that proper needs are promptly provided for and will also in the end, be responsible for the standard of progress adopted.

Authority to raise the moneys required for these purposes by rates in default of proper provision by the municipalities should be provided for.

13. The making of urgent representations to the Dominion Government to strictly enforce rigid mental tests of all intending immigrants and to reject and deport those likely to develop anti-social qualities or criminal tendencies or to become a burden on the community and also to provide the plant and equipment necessary for adequate examination as well as professional medical assistance by those competent to pronounce on mental deficiency.

14. The enactment by the Dominion and Provincial Parliaments of concurrent legislation prohibiting the marriage of mentally defective or feeble-minded persons who have been identified and registered under the system of survey, and the requirement, in all such cases, of a certificate from proper medical and departmental authority before the ceremony of marriage can be legally performed. Also, if considered desirable, legislation imposing imprisonment for a reasonable period upon anyone who knowingly and wilfully marries or has carnal connection with a person who is mentally defective so as to prevent, during the term of imprisonment, their further procreation of children who may be feeble-minded.

15. The definition of mental defectives as given in the Mental Deficiency Act, 1913, might well be adopted in this Province as properly descriptive of those intended to be affected by any proposed action, and the divisions into classes as given in that Act should be followed in order to avoid confusion in legislation.

16. Provision should be made for licensing for limited periods and for

inspecting private homes for mental defectives where they might be received and cared for. The terms of such license and the necessary provisions for proper and personal inspection are dealt with in this Report.

17. There should be accommodation provided, either in existing orphanages, private homes or in special wards or pavilions in the Orillia or other Institute for the reception and care of infant idiots and imbeciles. Such provision to be carefully safeguarded as to license and inspection in the case of orphanages or private homes proposing to take advantage of this provision.

18. Periodical inspection of all institutions, homes or colonies in which mental defectives are received or detained should be made by medical men specially qualified to deal with mental deficiency and not merely by registered practitioners who are not so qualified. This should also be insisted on in all cases of either voluntary or judicial commitment, discharge or transfer where medical certificates are part of the material upon which action is being taken.

19. The education of more medical students in psychiatry and psychopathy is a pressing need and a post-graduate course should also be provided. It is a matter of common knowledge that specialization in this department of medicine is confined to comparatively few of the medical profession. If any rapid progress is to be made either in the matter of surveys or in the examination and scientific study of mental deficiency there must be a large increase in the number of those who possess the requisite qualifications.

20. Special attention might well be given to the question of how far mental deficiency and feeble-mindedness, as now understood, might afford a defence in criminal trials. I have dealt with this in a section of this Report and commend it to the attention of those who may be in a position to deal with it. It needs to be considered, as it must inevitably come up, sooner or later, in the courts.

URGENT MATTERS.

Of the above, prompt action is required in several directions without waiting for the elaboration of any detailed scheme.

(1) The formation and proper equipment of special classes in the public schools for the mentally defective. If Departmental pressure is not competent to secure this end the formation of such classes should be made compulsory.

(2) The removal of the insane from Orillia and the transfer thereto of the admitted defectives from the gaols, penitentiaries and gaol farms and from the institutions caring for the young and old not designed for admitting this class, and the appointment of an Inspector of Mental Defectives or Feeble-minded to direct and superintend this action.

(3) Inauguration of a plan, to be operated at once, for taking from the Juvenile Court and the Children's Aid Society the mental defectives as they come up day by day as well as others whose condition demands it and their transfer after proper examination to the Orillia Institute or temporary quarters in Toronto. If necessary temporary housing should be provided at Orillia to accommodate these newly discovered subjects.

(4) The establishing of a new and properly equipped Psychopathic Hospital in Toronto by the Province, to be equipped, staffed and maintained by the City of Toronto and the establishment of a new and properly equipped Reception Hospital by the City of Toronto with sufficient accommodation for its purpose as more fully described in the Report.

(5) Pending the erection of this Reception Hospital and in order to gain immediate relief from the conditions referred to above, under numbers 2 and 3, proper temporary quarters should be at once procured in the City of Toronto. The rapidity with which new, comfortable and up-to-date hospital quarters can be provided was demonstrated both at Davisville and St. Andrew's Hospitals, where excellent one-storey and two-storey buildings were put up in short order. Temporary accommodation by the erection of similar quarters in the extensive grounds of the old Toronto General Hospital might be provided for some of the patients now housed there, so as to free a wing or, better still, the pavilion in rear, for an interim Reception Hospital. As an alternative, a one-storey building suitable for mental cases should be put up on one of the available sites owned by the City of Toronto, such as that just mentioned, or perhaps near the old Reception Hospital. I may draw attention to the following figures as to Military Hospitals in Military District No. 2 which, if correct, as of October 1919, indicate that all the space in these hospitals is not in use. If an arrangement can be made with the military authorities, and provided separate buildings or wings are available, accommodation might be found in this direction.

Hospitals under the Army Medical Corps and their population:

MILITARY DISTRICT No. 2.

	Beds available.	Beds occupied.
St. Andrew's	993	621
Base	393	179
C.M.C.H.	200	126
Brant House	378	176

In concluding this Report, I desire to acknowledge the assistance given me by many who are engaged, in their several spheres, in helping those mentally afflicted to gain something out of life, both in the United States and Canada and especially by the Provincial Secretary and his Department, the Judge and officers of the Juvenile Court, Toronto, the Canadian National Committee for Mental Hygiene, the Provincial Association for the care of the 'Feeble-minded, and the many individuals who have come forward to give information. It is an interesting fact that contact with those of a lower mental order seems to quicken the affection of their guardians and teachers, and this must be strong indeed when the returns in the way of gratitude are naturally crude and scanty. I may perhaps call particular attention to the facts, experiences, and conclusions related in the evidence or statements made before me of the following:

- Mr. L. E. Bowman

Formerly Secretary to the Committee on Mental Hygiene, New York State Charities Aid Association.
- Miss M. H. Taylor

Auxiliary Classes, Cambridge St. School, Ottawa.
- Dr. W. L. Scott

President, Children's Aid Society, Ottawa.
- Rev. W. H. Quartermaine

Honorary Secretary, Children's Aid Society, Province of Ontario.
- Dr. Francis E. Devlin

Superintendent, St. John's Insane Asylum, Montreal.
- Dr. Gordon Bates

Toronto.
- Dr. C. K. Clarke

Toronto.
- Dr. C. M. Hincks

Toronto.
- Col. J. Farewell

Crown Attorney, Whitby.
- Judge E. W. Boyd

Juvenile Court, Toronto.
- Mrs. Mary E. Laughton

Secretary, Big Sisters' Association.
- Mr. I. M. Wyatt

Chief Probation Officer, Juvenile Court, Toronto.
- Mr. J. P. Downey

Superintendent, Orillia Institute.

Dr. Harvey Clare	Medical Director, Reception Hospital, Toronto.
Prof. Peter Sandiford	Associate Professor of Education, University of Toronto.
Mr. Robert Cowley	Chief Inspector, Board of Education Toronto.
Mr. Chester Ferrier	Superintendent, Industrial School, Mimico.
Mr. W. D. Gwynne	Toronto.
Mr. J. J. Kelso	Superintendent, Neglected Children, Toronto.
Dr. O. C. J. Withrow	Toronto.
Dr. Helen MacMurchy	Inspector of Feeble-Minded, Toronto.
Dr. Chas. Bernstein	Rome, N. Y.
Dr. E. F. Johnstone	Vineland, N.J.
Dr. Fred'k J. Russell	Letchworth Village, Thiells, N.Y.
Dr. Bernard Glueck	New York.
Miss Ada M. Fitts	Director of Special Classes, Boston, U.S.A.
Miss Jane Barclay	Social Service Commission, Toronto.

I also add a list of those who in addition to the above have appeared before me or sent statements which appear in their place as part of the evidence submitted herewith. Most of these well repay perusal. Without knowledge of the information they contain or the basis on which they depend much in this Report will fail to be appreciated. The necessity for some definite action, and that soon, will be much more apparent if a study of the data collected in the evidence and in appendices to this Report is made by those interested in following up the subject.

All of which is respectfully submitted,

FRANK E. HODGINS.

OCT. 18TH, 1919.

LIST OF ADDITIONAL PERSONS APPEARING BEFORE COMMISSION.

Mr. John Keane	Secretary, Children's Aid Society, Ottawa.
Mrs. D. P. McLaren	Ottawa.
Dr. D. M. Robertson	Superintendent, General Hospital, Ottawa.
Mrs. Kate Taschereau	Ottawa.
Col. Argue, M.D.	Ottawa.
Staff Capt. Margaret Holman	Salvation Army, Ottawa.
Mrs. Ella Thorburn	Ottawa.
Mrs. Adam Shortt	President, Local Council of Women, Ottawa.
Dr. C. P. Bowles	Ottawa.
Dr. J. L. Graham	Ottawa.
Mrs. B. C. Allan	Fort William, Ont.
Dr. Mary M. Smith	Lecturer for Women's Institutes, Ontario.
Mrs. H. E. Todd	President, Ontario Women's Institutes.
Mrs. B. W. Armstrong	Matron, House of Refuge.
Mrs. F. G. Huestis	Toronto.
Mrs. Florence Thompson	Toronto.
Mrs. Col. F. E. McMillan	Salvation Army, Toronto.
Miss C. Fleming	Superintendent, Incurable Children's Home, Toronto.
Miss Lucy Brooking	Superintendent, Alexandra Industrial School, Toronto.
Miss Margaret McGowan	Teacher, Alexandra Industrial School, Toronto.
Miss Jean Smith	Teacher, Alexandra Industrial School, Toronto.
Dr. Alexander McKay	Inspector, Hospitals and Public Charities, Toronto.
Mr. H. F. Strickland	Toronto.
Mr. J. K. Macdonald	President, Children's Aid Society, Toronto.
Col. R. H. Greer	County Crown Attorney, Toronto.
Dr. Charles McKenna	Toronto.
Rev. Father Bench	Toronto.
Dr. C. J. Hastings	Medical Health Officer, Toronto.
Mr. W. E. Breaden	Y.M.C.A., Toronto.
Dean Hand	Toronto.
Miss Mary Caven	President, Belmont Industrial Refuge, Toronto.
Mrs. Jos. Hinds	Toronto.

LIST OF ADDITIONAL PERSONS APPEARING BEFORE COMMISSION.—*Continued.*

Miss Mary Carmichael	Toronto.
Major C. B. Farrar	Inspector of Mental Hospitals, Ottawa.
Rev. Dr. Hazelwood	Toronto.
Mr. T. Hope Morgan	Working Boys' Home, Toronto.
Rev. Peter Bryce	Toronto.
Mrs. Lena Duncan	Secretary, Children's Aid Society, Toronto.
Mr. Harley W. Elliott	Inspector, Children's Aid Society, Oshawa.
Sister Mary Vincent	Toronto.
H. D. Gamble, K.C.	Toronto.
Major T. H. Brunton	Toronto.
Canon Norman Tucker	London, Ont.
Dr. C. P. Johns	Gaol Farm, Langstaff, Ont.
Dr. Lillian Langstaff	Women's Industrial Farm, Thornhill.
Major W. J. Morrison	Superintendent, Gaol Farms, Toronto.
Miss Margaret Carson.....	Lady Superintendent, Women's Farm, Thornhill.
Mrs. C. P. Smith	Boys' Home, Toronto.
Mrs. Emma O'Sullivan	Superintendent, Mercer Reformatory, Toronto.
Dr. Josephine Wells	Toronto.
Mrs. Mary Stitt	Toronto.
Mrs. Clara Fraser	Parole Officer, Salvation Army, Toronto.
Mrs. Emma Stains	Toronto.
Mrs. P. D. Crerar	Hamilton.
Mrs. Robert Evans	Hamilton.
Mrs. John Urquhart	Children's Aid Society, Hamilton.
Mrs. J. H. Herring	Hamilton.
Dr. G. S. Glassco	Hamilton.
Mr. T. H. Wills	Hamilton.
Dr. Jas. Roberts	Hamilton.
Gen. Fotheringham	C.A.M.C., Ottawa.
Dr. Horace L. Brittain	Toronto.
Daniel Chisholm	Property Commissioner, Toronto.
Mr. Bogue Smart	Inspector, British Immigrant Children, Ottawa.
Mr. A. B. Owen	Toronto.
Mr. E. F. Tremble	Toronto.
Mr. Ogden McQuire	Y.M.C.A., Toronto.
Mr. W. S. Downard	Health Officer, London, Ont.
Mr. Wm. H. Smith	Chairman, Social Service Commission, Toronto.
Dr. John Hunter	Board of Education, Toronto.
Mrs. Courtice	Board of Education, Toronto.
Dr. Caroline Brown	Board of Education, Toronto.
Mrs. Groves	Board of Education, Toronto.
Mr. W. A. Littlejohn	City Clerk, Toronto.
Mrs. Ida M. George	Toronto.
Mr. John W. Hobday	Superintendent, Dr. Barnardo's Homes, Toronto.
Mr. O. G. Freer	Secretary, Big Brothers' Movement, Toronto.

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APPENDICES

APPENDIX A.

"REGISTRATION OF THE FEEBLE-MINDED." *

BY GEORGE A. HASTINGS,

Executive Secretary,

Committee on Mental Hygiene, New York State Charities Aid Association.

Community control of the feeble-minded involves the progressive steps of identification, registration, instruction, supervision and segregation—and the second in importance of these is registration. Without it, no programme for community control of the feeble-minded will advance very far.

I shall not take the time to dwell upon the need of more effective measures to control feeble-mindedness. I take it for granted that we all have come long since to a realization of that need. If anything were needed to supplement our experience along this line in civil life, it is furnished by the rejection of more than 12,000 men from the new National Army on account of nervous and mental disorders. And of this number, practically one-third, or 4,000 were feeble-minded.

NEED OF REGISTRATION WIDELY RECOGNIZED.

As one looks over the history of efforts to control feeble-mindedness, he is struck by the unanimity with which the authorities urge registration as one of the most essential steps. Practically everyone regards registration or a continuing census as coming next to identification in importance. I should not in this meeting expect any dissent from the general proposition that next in urgency to finding out who the feeble-minded are, is the need of making a list of them, their whereabouts, and their histories, and keeping the list up-to-date.

Naturally the question arises—If registration is so important, and there is such a unanimity of opinion about it, why isn't more of it done? I confess that I do not know the answer. Certain it is that this has been one of the most neglected steps in community control of the feeble-minded. I wonder if our failure to make progress in any large and continuous way is not due to a considerable extent to this neglect? Will we ever make substantial and permanent progress except by making registration a part of our programme? I believe not.

In fact, lack of accurate knowledge about the problem of feeble-mindedness has been the great stumbling block in the way of efforts toward dealing with it effectively. As Dr. Walter E. Fernald has said—"The one great obstacle to effective prevention of feeble-mindedness is the lack of definite, precise knowledge . . . We do not even know the exact number of the feeble-minded."

Naturally the first thing which a legislature or other public body wants to know when it is asked to spend money to provide for the training, supervision or segregation of the feeble-minded is—How many do you want to provide for? This is the one question which the average community or state cannot answer. It is a

* Read before the Mental Hygiene Section of the National Conference of Social Work in Kansas City, Mo., May 16, 1918, General topic of the section meeting was "Steps Necessary in Community Control of the Feeble-minded."

question which must be answered before any great degree of permanent progress can be made. Legislatures and communities are moved to action by facts, not generalities and guesses.

But a census is needed not only to stimulate state or community action, but as the basis for the programme which it is desired to carry out. A census and classification of all the feeble-minded in a state, with information as to their family histories and environment, will show not only the number but also the character of those requiring institutional care, and make possible an intelligent decision as to the kind and size of the institutions needed. It will point the way to intelligent supervision and training of the defectives for whom institutional custody is not necessary. It is not sound public policy to begin expensive building projects without knowing how many defectives are to be housed. And it is courting certain failure to place mentally defective persons in any large number under private supervision even under the care of relatives, unless the persons registered are accessible to the State or community authorities so that their care and training can be supervised and certain standards maintained.

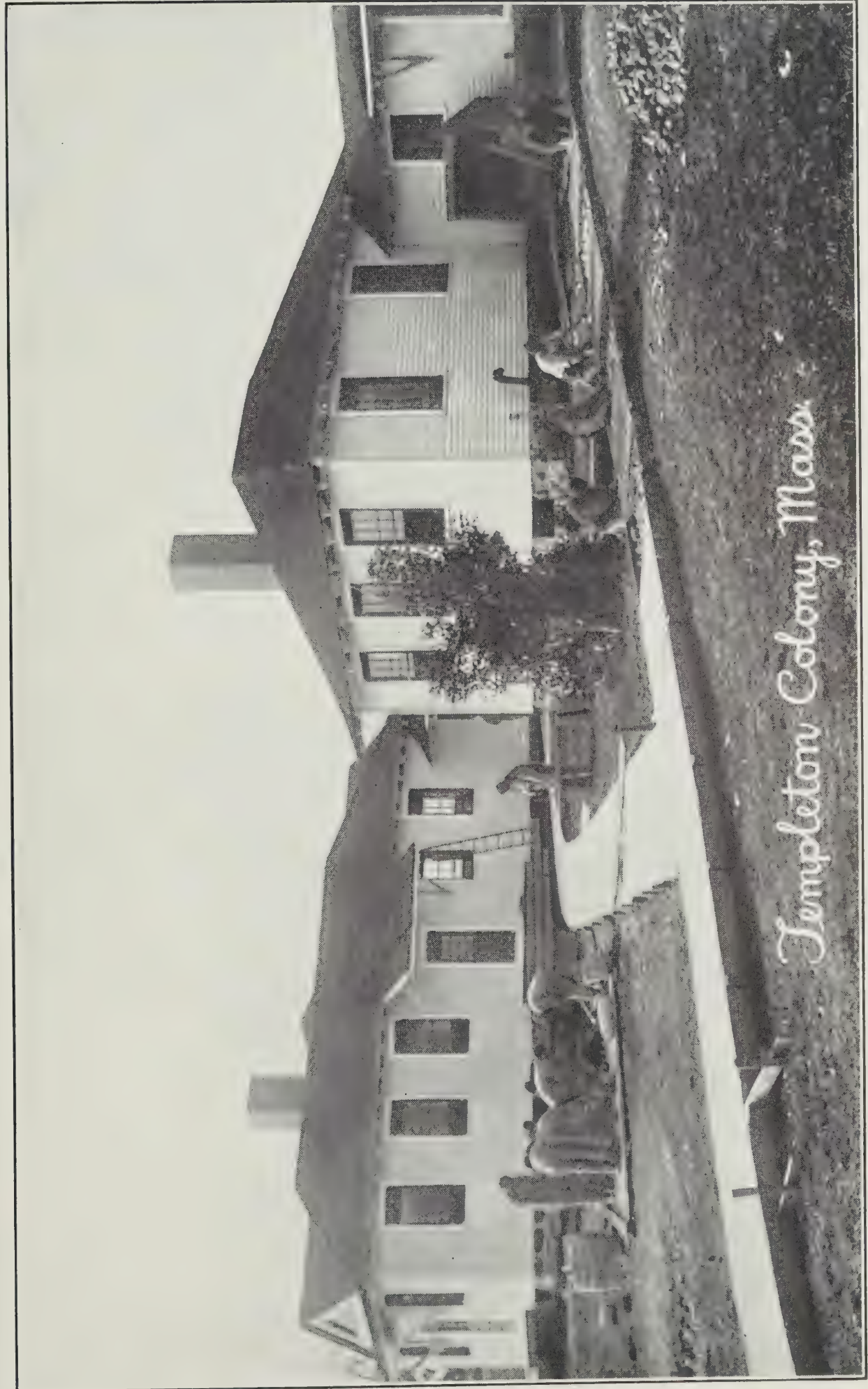
The study made by the British Royal Commission is generally regarded as the best from the standpoint of scientific method and thoroughness of any survey of its kind ever made. The Commissioners' findings were incorporated into a report consisting of seven volumes. It recommended that:

"If the mentally defectives are to be properly considered and protected as such, it is necessary to ascertain who they are and where they are, and to bring them into relation with the local authority."

Largely as a result of this Commission's enquiry and report was passed the British Mental Deficiency Act of 1913, which has been referred to as "the most important measure of social reform and social justice of modern times." In this law the registration of the feeble-minded is made largely a local affair, although provision is made for sending copies of the certificates of feeble-mindedness issued by the local authorities to a central body in London, if required.

Dr. Walter E. Cornell, former Director of Medical Inspection of Public Schools, Philadelphia, and Chief Examiner of the House of Detention and Juvenile Courts of Philadelphia, in a paper which he read before the National Conference of Charities and Correction in Baltimore, in 1915, advised:

"The registration of all feeble-minded, both those at large and those in institutions, is one of the most important steps looking toward the reduction of their number. It furnishes the necessary medical testimony to the court when the feeble-minded are before the bar in later years on charges of vagrancy or delinquency. It also gives us the information concerning the actual number of the feeble-minded—a necessary preliminary to adequate provision by the State for custodial institutions. The matter of registration in the large cities at least is not difficult in certainly 95 per cent. of the cases. Neither is it expensive. The writer handles all the cases of the Philadelphia Juvenile Court, the Bureau of Compulsory Education, the Children's Aid Society, the Society for the Prevention of Cruelty to Children, and the Philadelphia Children's Bureau. There are in the Philadelphia Public Schools, in round numbers, 400 definitely feeble-minded children, and 3,500 borderline cases. These latter are not at the present time officially examined, but it could readily be done in the Division of School Medical Inspection, at a cost of certainly not more than \$3,000 per year. The sum of \$10,000 per year would register every feeble-minded child in Philadelphia, for every public and private agency, all expenses of medical and clerical service included. . . .



Templeton Colony, Mass.

The registration, of course, would have to be under the sanction of the courts or of some official designated by the legislature."

Of course the neglect to register the feeble-minded has been attributed in part to the fact that no practical and effective method has been presented. But it has also been due partly to the fact that investigators were too easily frightened by the apparent size of the job. Personally, I have a strong feeling that they were unnecessarily frightened—that it is not so hard as it appears; that it would not require as extensive machinery, and as much time as some authorities have thought, and that if the machinery now maintained by public and private organizations could be fully utilized, comparatively little new machinery would be necessary.

In a word, if some existing state body or a newly created state body could be charged with the duty of collecting, classifying and co-ordinating the data which the schools, courts, reformatories, and local officials and organizations through the community already have on hand or could obtain with comparatively little effort, we would soon be a long way on the road towards a census of the great bulk of the feeble-minded—certainly as many as could be promptly provided for. By continuing to collect, classify and revise this data as provision is made for cases already listed and as new cases are discovered in the community, we would soon have a basis of accurate knowledge on which to build programmes and take intelligent action.

If efforts were concentrated for a few years merely on discovering and listing the defective children, disregarding adults, the results in a generation or two would be far-reaching.

THE POINT OF ATTACK.

There are four places in which many of the feeble-minded can be detected early in life—the home, school, juvenile court, and the reformatory. Of these, the school is the most important so far as registration is concerned. All children do or should pass through the schools. Here their condition should be diagnosed and registered, and instruction suited to their capabilities provided. Or, if they are to require supervision or segregation for life, this can be provided before they have gone out into the community and become criminal, immoral, diseased, paupers, or ne'er-do-wells.

The compulsory education law in each State should require the registration of every child of school age, including defectives. When children are not found attending school because of mental defect, their diagnosis and social standing should be known to the school authorities and recorded for the use of public and private organizations dealing with the feeble-minded. Unfortunately in many States the compulsory education law does not require children who cannot profit mentally to attend school. The law should be amended to bring all children of school age within its purview. If a child cannot profit in a regular or special class, he should be in a State institution for training and protection, or his training and supervision at home or elsewhere should be maintained at a certain standard and the State or community should have officers to see that standard is maintained.

If ungraded classes for backward and defective children were more general, as they are likely to become within the next few years, and if we had nothing more than the registration of the members or candidates for these classes, we would account for a vast number of the morons and imbeciles who form such a large part of the feeble-minded now without protection in the community.

AGENCIES TO CO-OPERATE IN REGISTRATION.

Starting then with the school system as a nucleus of a mechanism to keep an accurate and continuing record of the feeble-minded and to report it to a central State authority at intervals, we might rely upon the following organizations and agencies acting co-operatively with the mental specialists to make a substantial census of the great bulk of cases in the community:

1. Public schools, local boards of education and the State Departments of Education in the various States.
2. Juvenile and adult courts, especially those which have facilities for mental examination of the cases brought before them.
3. Probation officers.
4. Jails, reformatories, orphanages, and all other private and public charitable, reformatory and correctional institutions.
5. Commissioners of charities, superintendents and overseers of the poor, superintendents of almshouses and all other poor-law officials.
6. Physicians in general practice, and more especially those engaged in the specialties of neurology and psychiatry.
7. Charity organization societies, and other relief and social agencies.
8. Societies for the prevention of cruelty to children.
9. Clinics and hospitals (especially the out-patient departments of institutions for mental diseases) and city and charity hospitals.
10. Lodging-houses and work-houses that shelter vagrants.
11. State and national mental hygiene societies and local committees.
12. County agents and agencies for dependent children.
13. Institutions for the care of the feeble-minded, insane and epileptic should report and register all cases sent to them, and all who are candidates, but who cannot be accommodated and are placed on the waiting lists.

The registration of every feeble-minded person, and the regular visitations, especially of children of school age, would make it possible to inform the parents of the condition of the child, of the necessity of life-long supervision, and of the possible need of future segregation. . . . Sooner or later the parents will probably be willing to allow their child to be cared for and trained in the institution. In suitable cases, parents who are not willing, may be allowed to have the custody of their child, with the understanding that he shall be properly cared for and protected during his life, that he shall not be allowed to become immoral or criminal, and that he shall be prevented from parenthood. Whenever the parents and friends are unwilling or incapable of performing these duties, the law should provide that he shall be forcibly placed in an institution or otherwise safeguarded. The local representatives of this central bureau would officially serve as advisers and sponsors for pupils graduated from the special school classes, for court cases under probation and observation and for institution inmates at home, on visit, or on trial.

APPENDIX B.

From an article published in 1918, by the New York State Board of Charities. Written by C. L. Carlisle, M.D., Superintendent, Division of Mental Defect and Delinquency, and Director of the Bureau of Analysis and Investigation.

The scope of the Division of Mental Defect and Delinquency may be summed up as comprising essentially: first, institutions for the care, treatment and training of male and female mental defectives of the more benign or stable types; second, institutions or units of institutions having to do with the care, treatment and training of the unstable affective deviate types who may be (*a*) potential, or (*b*) actual delinquents; third, State institutions for the care and treatment of epileptics; fourth, private licensed institutions which care for mental defectives, epileptics or delinquents; fifth, suitable individuals, families or colonies which undertake the extra-institutional care of mental defectives; sixth, State clinics for mental hygiene (proposed); seventh, institutions for the care and training of the so-called normal type of delinquents.

The Division of Mental Defect and Delinquency includes within it the Bureau of Analysis and Investigation which should be considered as a nucleus for both a teaching and an investigating body. In order that the best results in relation to the problem of mental defect and the defective delinquent may be realized to society, it would seem very desirable that this authorized State unit should be enabled and equipped to train the field workers of all institutions or clinics coming under the jurisdiction of the State Board of Charities, in addition to those supported by the State, in the special lines which will be of scientific and sociological value to the State and to this Department through their later co-operation. We could thus benefit by the fruits of their labours and a general esprit de corps aroused in all co-workers in this field. Philanthropic endeavours and private clinics would thus benefit by the constant relationship of these units to the State's official activities. As an investigating body the Bureau of Analysis and Investigation of the State Board of Charities will, through the members of its staff, endeavour to ascertain by actual survey and clinical contact, those facts which are of sociological or pathological importance in the casual constellation of mental defect, delinquency and dependency. This division should have supervision over the activities of field workers connected with clinics, as established in conjunction with the State institutions for the mentally defective or delinquent, both when established locally and when situated at some distance from the institution, including those field workers connected with the State Clinic for Mental Hygiene. The Bureau staff would, as a teaching body, give intensive training to all new recruits, particularly training them as to standardized means and methods of obtaining and recording facts, so that the total findings and statistics of all would be properly comparable. The object of such centralization of clinic supervision is to assure that at least a certain minimum of standardized work shall be performed; but there is nothing contemplated in this plan which would prevent the essential autonomy of such a clinic, if the director displayed the proper interest and initiative. The Bureau staff would, under direction, make special surveys and investigations as local conditions demanded, and which proved beyond the powers of capabilities of the local district field workers. Bulletins containing scientific articles, surveys and similar matter covering the work accomplished will be issued as formerly by the Bureau

under the direction of the Superintendent of the Division of Mental Defect and Delinquency.

Special inspectors are in the employ of the State Board of Charities, who make the routine inspections of all the institutions under its jurisdiction. The inspections are independent of inspections made by the Commissioners of the State Board of Charities or the Division Superintendent. In this way the work of inspection is always adequately carried on and at the same time is under a proper and adequate checking up system.

One of the most painstaking surveys ever conducted and apparently done with great candor and frankness to all parties, was that made by the Royal Commission of Great Britain, in 1909. Their figures show that about one in every 217 persons in the population is feeble-minded. In 1915, the New York Commission to Investigate Provision for the Mentally Deficient, placed the ratio at one in every 242 persons. In 1916, an intensive survey of Nassau County, New York, was made under Dr. A. J. Rosanoff, wherein, for the first time the most modern psychiatric as well as psychological methods were used. The findings in this survey place the number of mental defectives as one in every 183 people. We have, then, based on these figures, estimates which place the total number of mental defectives in the State of New York, as varying from 40,000, according to the findings of the New York Commission to Investigate Provision for the Mentally Deficient, to 45,000 under the figures recommended by the Royal Commission of Great Britain, and finally those of the intensive survey of Nassau County, New York State, having its population both in an urban and rural environment, which brings the tabulation up to the unprecedented figure of one in 183 persons, or 53,000 for the whole State. The more intensive the survey, the higher we see the percentage figure rise.

Some interesting side lights have developed in the survey of Nassau County (see full report of this Survey, National Committee for Mental Hygiene). Two important points are worthy of especial mention, first, that mental defect may, perhaps, best be viewed through the evidence of conduct; and secondly, that the more marked types of mental defect in children are not found in pupils in the public schools.

ADMINISTRATIVE INSTITUTIONAL REQUIREMENTS.

From the standpoint of future provision for the institutional care of mental defectives under the purview of this Board, two classes of mental defectives must at all times be remembered, namely, the stable or benign type and the unstable or affective deviate (potentially) delinquent type. When provision is made in the existing institutions for increased capacity for the benign types, the plans must be made with the idea in view of developing special or independent institutions for the care of the delinquent affective types. Notwithstanding our best efforts at classification, a realization must be maintained that there are borderline cases which it will be difficult to place in a manner satisfactory to all concerned. For these reasons it is seen that an easy method for the transfer and re-arrangement of admissions from an institution of one type to an institution of another type must be developed in order that the proper classification of the mentally defective may be consistently maintained. To this end, the necessity for a simple transfer system is apparent. The object of affording institutional care and extra institutional oversight to the wards of the State, is that the individual who is too defective to profit either by schooling, through mental or physical defect, or comes from a home governed by defective parents, may receive the attention which his case

deserves. The benign type of mental defective is frequently the victim of the more active delinquent type, and thus led into crime through simple, childish inability to sense the meaning of his conduct. In an analogous way, the benign types of young female defectives are led astray through pure ignorance, while the affective types among them become the more active and daring associates of male criminals. The affective deviate who becomes the delinquent furnishes further problems in the way of emotional unbalance, tantrums, and moral obliquities which require special forms of treatment and sequestration quite different from that which is given the simple benign type.

Mental defect being an arrest of development produces in an adult individual a person whose primitive instincts are at all times present, but without the inhibitory control which would have developed if his physical progress had been adequate in all fields. It is seen then how the sex question is at all times prone to be much in evidence, and is at the bottom of many of our most acute, practical administrative problems. It is simply one of the facts to be faced, but not exaggerated, and while due regard must be placed by any administrative service on the necessity for separating the sexes, except under supervision, this is to be done largely in the case of the delinquent only, for with other types any permanent separation of the sexes for what amounts to practically a life-time is liable to defeat its own ends. It is probably better, therefore, that institutions, particularly those dealing with the benign forms of mental defect, should consist of architectural units, one group adapted for women and one for men, but separated by a considerable space of campus, and unofficial entrance of one sex into the buildings of the other sex precluded. In this way, the older women can care for the younger children of both sexes, under definite supervision and a more homelike atmosphere is developed. Naturally, the outside agricultural and shop work will fall more to the men, but the women are also benefited by such efforts as well as by the more usual domestic duties. In the matters of recreation and amusements, a certain amount of supervised commingling seems to reproduce better the more natural components of human life.

In that portion of the institution where essentially hospital, bedridden types of cases are kept, and where individuals are in bed from intercurrent physical diseases, a higher system of nursing care should be instituted in our institutions than has been the custom in the past. Training schools should be established in order that in addition to the ordinary training with which nurses are usually equipped, each nurse could have a special course under the local staff, in which the fundamentals of psychiatry and psychology of defectives would be given, in order that they might have an intelligent and sympathetic insight into the needs and requirements of their charges, particularly when called upon to nurse those patients whose transitory upsets require modern psychiatric treatment.

In fact, one is tempted to feel that some of the institutions for delinquents could best and most easily subserve their ends if the so-called "normal" types were removed and the institution left to care for the abnormal remainder, the majority of whom seem to be of an undoubted mentally-defective affective deviate, delinquent type. In all such institutions it is the unstable, emotional reactions of the defective deviates which make so much trouble in the administration of these institutions and which add to the discomfort of all who come into contact with them. For these reasons, institutions for the care of the defective delinquent should be fitted with special psychiatric wards for the temporary care and treatment of such cases, which should be under the supervision of trained nurses, and a physician of experience in this class of work. As this kind of an institution

would necessarily have a stricter disciplinary routine than the ordinary institution for mental defectives, and on account of the history of sex offences and crimes against both person and property, it would be necessary to curtail the privileges of the inmates to a considerable extent, and in order that the best interests of all might be conserved it would be advisable to completely separate the sexes and keep them entirely apart. It has been estimated that there are several thousand mental defectives now undergoing sentence in our various penal and correctional institutions. It is obvious that such cases should be removed to proper institutions. Wherever such institutions do not now exist they should be created.

The laws recently enacted which enable the Department of Education to maintain special classes for children three or more years retarded in school, will, no doubt, greatly assist the State in determining the number of mental defectives now in the schools, and out of this number differentiating those who are able to make some advance in scholastic work, and those who are able to make none. Many of these backward children will be of the benign type, others will show more malignant symptoms, with consequent deviations in symptom-behaviour, difficulties in conduct and collision with the law. Looking into the future we can see that there will probably come a time when, after the lower grade, simple defectives have been placed in one type of institution, and the delinquent defective placed in another type of institution, it may be necessary to have a few institutional units wherein high-grade, borderline cases of mental defect may be cared for, who, because of their peculiar personality, are unable to get along in the public schools, even though in special classes, and yet are not of a sufficiently defective type to warrant their commitment, either to an institution for the lower grades of mental defect or the defective delinquent, as ordinarily considered. Such special institutional units would constitute in a broad measure special types of boarding schools where scholastic training would be given to the extent of their capabilities, where a personalized vocational training in contradistinction to ordinary manual work would be developed to its highest possible extent, and where through a period of residence during the critical adolescent period, hygienic habits of thought and adequate reactions for useful conduct could be fostered so that such an individual, although always an economic liability to the State, and probably a potential delinquent, might still be able to take his place in society under favorable conditions and remain a useful citizen.

SEX DIFFERENTIATION.

It would seem that the consensus of opinion is pretty generally agreed upon the advisability of having both males and females in any ordinary institution for the care and custody of mental defectives, excepting those of delinquent types. The answer to the question as to whether it is better to have all types, all ages, and all the various activities of such patients combined in one institution, or whether there should be one or more specialized institutions, particularly one or two adapted for the development and training of the brighter children, is one largely of administrative finesse. However, it would seem from practical experience that as time goes on, no matter what our classification to start with may be, in the long run, each institution will receive representatives of all classes. Particularly will this be true if the admissions to any one institution are to be made as the commitments naturally appear from its own designated district. This naturally leads to the accumulation of all types and both sexes in the institution serving that district, and, therefore, provision will be made for them.

APPENDIX C.

Extract from *Mental Hygiene*, April, 1919, Vol. III, No. 2.

MENTAL DISEASE AND DELINQUENCY.

A Report of a Special Committee of the New York State Commission of Prisons.

At a meeting of the New York State Commission of Prisons, held June 4, 1918, a resolution was adopted, directing that an investigation be made on the subject of mental disease and delinquency, by a committee of the Commission. In accordance with this resolution, a committee was appointed, consisting of Hon. Frank E. Wade, Hon. John S. Kennedy, Hon. Sarah L. Davenport, Hon. Allan I. Holloway, and Hon. George W. Davids. This committee, assisted by Dr. V. V. Anderson, formerly Medical Director of the Municipal Court of Boston, made a state-wide investigation as directed, into conditions in the penal and correctional institutions, and into the clinical work connected with the courts, taking the testimony of judges, medical experts, psychiatrists and others, and collecting available data and statistics of the mental examinations of prisoners and delinquents in this and other States. This report sets forth the findings of the committee, together with its recommendations to the State Commission of Prisons.

Prepared with the Assistance of

V. V. ANDERSON, M.D.

Psychiatrist in Charge of Special Work in Mental Deficiency, The National
Committee for Mental Hygiene.

INTRODUCTION.

The price paid by society for its neglect of the criminal has never been adequately estimated. Neither in dollars and cents, nor in sorrow and cost of wasted and frequently vicious lives has half the story ever been told.

An enormous financial burden is carried by every State of the Union in its fight against crime. State and city budgets give startling evidence of the vast expense which criminality is to society, this being understood to be the largest single item in the public budget. To illustrate:

The cost of detention, indictment, trial or other disposition of the average felon is conservatively estimated at \$1,000. On this basis, the 2,279 felons received into the state prisons during the year 1917, cost the state approximately \$2,279,000. Of these individuals, 87 per cent. had served previous terms and by their release into the community and return to criminal habits, the state spent approximately two million dollars to dispose of them again, and it continues to spend that amount each time it undertakes to convict this particular group of repeaters. Nothing can be accomplished in the way of permanent good for all this expenditure, if the criminal has not been deterred from repeating his criminal acts.

New York State, in 1917, received into its penal and correctional institutions 133,047 prisoners, 60 per cent. of whom had served previous commitments.

Massachusetts in a given year received into its institutions 25,820 prisoners, 57.4 per cent. of whom were repeaters; the total number of previous commitments being 92,443, average six sentences for each recidivist.

Justice Rhodes, of England, writing in the *British Medical Journal*, asks, what can it mean that of 180,000 convictions in a given year, more than 10,000 have been convicted upwards of twenty times before?

Wherever our investigations have led us, the startling and depressing facts of recidivism stand out as a proof of the complete breaking down of the social security furnished by the state, in that it has failed to repress crime through the rehabilitation and readjustment of the criminal.

A most hopeful feature of the whole situation, however, is the widespread interest shown in the entire subject, and the existence of powerful forces bearing in from all sides, tending to greater enlightenment upon the problems of crime. Whether these forces have come from law or medicine, or psychology, or social or public agencies, they have all contributed to a better understanding of the criminal and the problem he presents.

Facts of unquestioned value are already at hand which go far toward explaining many past failures in readjusting the criminal. In New York State, reports coming from the State Reformatory at Elmira, the State Reformatory for Women at Bedford Hills, and Auburn and Sing Sing Prisons, speak in no uncertain terms of conditions found in such a high degree of frequency among prisoners, particularly among recidivists, as to make clear a definite relationship between delinquency and mental disease and defect.

Dr. Bernard Glueck, in the first annual report of the Psychiatric Clinic, in collaboration with Sing Sing Prison, states that "of 608 adult prisoners studied by psychiatric methods, out of an uninterrupted series of 683 cases admitted to Sing Sing Prison within a period of nine months, 66.8 per cent. were not merely prisoners, but individuals who had shown throughout life a tendency to behave in a manner at variance with the behaviour of the average normal person, and this deviation from normal behaviour had repeatedly manifested itself in a criminal act." Further, "of the same series of 608 cases, 59 per cent. were classifiable in terms of deviation from average normal mental health. Of the same series of cases, 28.1 per cent. possessed a degree of intelligence equivalent to that of the average American child of twelve years or under."

Such findings confirm similar reports coming from prisons, reformatories and courts throughout the country, as indicated in the tables which follow:—

TABLE I.—INMATES OF PRISONS EXHIBITING NERVOUS OR MENTAL ABNORMALITY.

Institution.	Authority.	Number of cases studied.	Percentage found to have nervous or mental abnormalities.
Auburn Prison, N.Y.	Dr. Frank L. Heacox	459	61.7
Sing Sing Prison, N.Y.	Dr. Bernard Glueck	608	59.0
Indiana State Prison	Dr. Paul E. Bowers.....	100	45.0
Massachusetts State Prison	Dr. A. Warren Stearns and C. C. Rossy	300	34.9

From this table it is seen that at least 50 per cent. of the inmates of state prisons are suffering from some form of nervous or mental disease or defect.

TABLE II.—INMATES OF REFORMATORIES AND HOUSES OF CORRECTION EXHIBITING NERVOUS OR MENTAL ABNORMALITIES.

Institution.	Authority.	Number of cases studied.	Percentage found with nervous or mental abnormalities.
N. Y. State Reformatory, Elmira...	Dr. Frank L. Christian and John R. Harding	400	58.0
Massachusetts State Reformatory (for men)	Dr. Guy G. Fernald	1,376	59.0
Massachusetts State Reformatory (for women)	Dr. Edith R. Spaulding	500	63.0
House of Correction of Holmstead, Pa.	Dr. Louise S. Bryant	100	69.0
Western House of Refuge for Women, Albion, N.Y.	Dr. Jessie L. Herrick	185	82.1
Westchester County Penitentiary...	Dr. Bernard Glueck	225	57.0
Massachusetts Reformatory (women)	Jessie D. Hodder	*5,310	72.2

The foregoing figures show not only the number of persons with intellectual defect but include cases of insanity, epilepsy, psychopathic personality, drug deterioration, alcoholic deterioration and other abnormal nervous and mental conditions, all of which seriously handicap the individual in his ability to adjust himself to the conditions of normal living. All of these mental conditions are most important in considering any real constructive attempt at rehabilitating the criminal.

One of the most important, if not the most important group of which society needs to take cognizance is the feeble-minded. The feeble-minded furnish the substantial nucleus of that most expensive body of individuals who clog the machinery of justice, who spend their lives in and out of penal institutions and furnish data for the astonishing facts of recidivism, facts which are serving to awaken our social conscience to the need of more adequate treatment under the law for repeated offenders. It is of this group that Dr. Walter E. Fernald has so well said: “Feeble-mindedness is the mother of crime, pauperism and degeneracy. It is certain that the feeble-minded and their progeny constitute one of the great social and economic burdens of modern times.”

The following tables, showing the percentage of inmates of prisons, reformatories and other correctional institutions, that are feeble-minded, are most significant.

TABLE III.—INMATES OF STATE PRISONS FOUND TO BE FEEBLE-MINDED.

Institution.	Authority.	Number of cases studied.	Percentage feeble-minded.
Sing Sing Prison, N.Y.	Dr. Bernard Glueck	608	21.8
Auburn Prison, N.Y.	Dr. Frank L. Heacox.....	459	35.6
Mass. State Prison (men)	Dr. A. W. Stearns and C. C. Rossy	300	22.0
Indiana State Prison	Dr. Paul E. Bowers.....	100	23.0
San Quentin, Cal., Prison		150	30.7

Of the inmates in prisons throughout the country, where studies have been made, 27.5 per cent. are found to be feeble-minded.

* Women criminals of Massachusetts either on probation or sentenced to institutions, 1915.

TABLE IV.—INMATES OF REFORMATORIES FOUND TO BE FEEBLE-MINDED.

Institution.	Authority.	Number of cases studied.	Percentage feeble- minded.
N. Y. State Reformatory for Wo-			
men, Bedford Hills	Social Hygiene Laboratory	335	31.0
Massachusetts Reformatory	Dr. Guy Fernald	1,376	20.2
Mass. Reformatory for Women	Dr. Edith R. Spaulding	500	16.45
Western House of Refuge for Wo-			
men, Albion	Dr. Jessie L. Herrick	185	33.5

TABLE V.—INMATES OF PENITENTIARIES AND WORKHOUSES FOUND TO BE FEEBLE-MINDED.

Institution.	Authority.	Number of cases studied.	Percentage feeble- minded.
N. Y. County Penitentiary	Mabel R. Fernald, Ph.D.....	106	26.6
N. Y. City Workhouse, Blackwell's			
Island	Mabel R. Fernald, Ph.D.....	95	42.7
Westchester County Penitentiary,			
N.Y.	Dr. Bernard Glueck	225	33.0
Columbus, Ohio, Workhouse	A. R. Gilliard	100	33.0

TABLE VI.—INMATES OF INDUSTRIAL TRAINING SCHOOLS FOUND TO BE FEEBLE-MINDED.

Institution.	Authority.	Number of cases studied.	Percentage feeble- minded.
Berkshire Industrial Farm (boys).	Dr. Clinton P. McCord	150	11.35
Joliet Penitentiary, Ill.....	Louise and George Ordahl	49	28.5
Auburn Prison (women).....	Mabel R. Fernald, Ph.D.	76	25.0
State Training School of California			
(boys)	J. Howell Williams	215	32.0
State Training School for Girls, Ill.	Louise and Geo. Ordahl	432	22.0
Preston School of Industry, Ione,			
Cal.	Fred. H. Allen	382	36.4
State Industrial School for Girls,			
Cal.	Ada C. Bowler	75	34.0
State Training School for Girls,			
Hudson, N.Y.	Edna G. Bridgeford	50.0

From the foregoing tables it is seen that 31.4 per cent of inmates of reformatories, training schools, workhouses and penitentiaries are found to be feeble-minded.

It is clear from Tables I and II that within the prisons, reformatories, penitentiaries and workhouses throughout the country there is found a large group of prisoners who exhibit nervous and mental abnormalities, who are mentally crippled or mentally ill. Fifty per cent. of the inmates of these institutions require much more specialized and much more individualized treatment than is afforded by the ordinary routine methods employed in the average penal institution. This is not a sentimental consideration but a practical measure looking toward society security. Laying aside the humane element involved, the paramount interests of society are jeopardized if we ignore the well known facts of individual differences.

In Tables III, IV, V and VI this point is illustrated. Feeble-minded delinquents, as the foregoing tables will show, comprise from 27 to 29 per cent. of the inmates of penal and correctional institutions throughout the country. Just what sort of a problem the seriously delinquent feeble-minded person may present is seen from the following study undertaken in connection with the Municipal Court at Boston.

The careers of 100 feeble-minded delinquents were intensively studied; the case histories were taken from the court files alphabetically, no other selection being required, than that each individual should have been diagnosed feeble-minded. The 100 persons in this particular group were arrested 1,825 times; record cards dating further back than five years were not gone into though many of the hundred had had earlier court records.

The futility of employing for this group measures intended for those capable of profiting by experience is shown from the following facts:

These delinquents in court were discharged after short periods of detention or judicial reprimand a great many times but they returned with unfailing certainty to be handled over again. They were placed on probation 432 times, but had to be placed on inside probation, that is, within institutions non-penal in character, 118 times. Of the remaining probationary periods, 220 were unsuccessful, the individuals again having to be surrendered to the court, making in all not quite one successful probationary period for each of these 100 individuals. The chances were better than four to one against any one of these individuals conducting himself normally for a six months probationary period.

The court, in addition to probation for these individuals, tried penal treatment. They were sentenced 735 times, their sentences aggregating in fixed time 106 years' imprisonment, exclusive of 250 indeterminate sentences to the reformatories. But this did not in any way suffice to change the course of their careers.

Finally as an explanation of all this maladjustment, examination disclosed that none of these 100 persons possessed a degree of intelligence above that of the average American child of 12 years. About 75 per cent. had the mental level of children under 10 years. Investigation into the past histories disclosed the astounding fact that 75 per cent had never been legitimately self-supporting. Worst of all, so far as society's responsibility is concerned, 73 per cent. of these persons, though having ample opportunities for common-school education, beginning school at the usual age and leaving at the age of fourteen, fifteen and sixteen years, were never able to get beyond the fifth grade in school.

How much more profitable would it have been if the condition from which these persons were suffering had been recognized during the school period when a chance existed in each and every case either for some advance along the lines of proper habit-training, thereby saving much economic waste, protecting society as well as these individuals themselves from their weaknesses and making them useful members of the community or, for placing them in a limited environment suited to their special needs:

So far in this Report we have endeavoured to emphasize two things:

1. That the recidivist is the real problem in the prevention of crime; in him we have failed to accomplish that which we set out to achieve.

2. That an important and probably the most important underlying causative factor in this failure to profit by such experience is the defective mentality by which the recidivist is so commonly handicapped. In this connection recent studies made* of a group of 100 immoral women and a group of 100 drunken women showed that among the immoral women 39 per cent. of first offenders, 47 per cent. of second offenders and 84 per cent of recidivists were suffering from some form of mental or nervous handicap; that among drunken women 35.4 per cent. of first offenders

* V. V. Anderson, M.D., and Christine M. Leonard, M.D. *The Immoral Woman as Seen in Court: a Preliminary Report.* Boston Medical and Surgical Journal, 177: 889-903, December 27, 1917. *Drunkennes as Seen Among Women in Court.* Mental Hygiene, 3: 266-74, April, 1919.

and 82.2 per cent. of recidivists exhibited some nervous or mental abnormality. The relation between the mental condition of these persons and the frequency of their offense is obvious.

SITUATION IN NEW YORK STATE.

TABLE VII.—PERCENTAGE OF INMATES OF CERTAIN NEW YORK PENAL AND REFORMATORY INSTITUTIONS EXHIBITING NERVOUS AND MENTAL ABNORMALITIES.

Institution.	Authority.	Percentage exhibiting nervous and mental abnormalities.
Sing Sing Prison	Dr. Bernard Glueck	59.0
Auburn Prison	Dr. Frank L. Heacox	61.7
Clinton Prison	Dr. V. V. Anderson	60.0
Auburn State Prison (Women)....	Mabel R. Fernald, Ph.D.	25.0
Westchester County Penitentiary..	Dr. Bernard Glueck	57.0
New York State Reformatory	Dr. Frank L. Christian and Dr. John R. Harding	58.0
New York State Reformatory for Women	Mabel R. Fernald, Ph.D.	31.9

The existence of mental disease and deterioration, intellectual defect, psychopathic personality, epilepsy and the like, in a fairly large proportion of the inmates of these institutions makes clear and obvious how futile it is merely to go on blindly administering the law instead of endeavouring to solve the problems these individuals present. A similar situation in the treatment of disease would consist in sending all sick persons regardless of their disease to hospitals to be given the same treatment, fixing in advance the length of time they were to remain there and at the end of this arbitrary period sending them out without any reference to whether they were well or not. Are we not following the same lines in locking up criminals and then turning them out, and then locking them up and turning them out again, without any reference to whether our purpose in locking them up has been attained; or whether they are any better fitted to assume their normal relation to society on the day they leave prison than they were the day they entered it?

Even where scientific studies and classifications have been undertaken, if these have not been made the basis for treatment, nothing in the way of benefit to the individual or security to society can be said to have been accomplished by such investigations. The mere knowledge of the existence of these conditions, the mere labeling of a certain number of prisoners as intellectually defective or mentally diseased or deteriorated, or psychopathic, is not enough. Such knowledge should be made the basis for treatment. Constructive efforts should be made to rehabilitate these persons in the light of the needs of each individual prisoner, not only of his disabilities, but of his capabilities and his adaptabilities. The machinery of the penal institutions should be so organized as to enable it to carry into effect such recommendations as would be suggested.

But as indicated from the foregoing tables, such a heterogeneous group as is to be found in all penal institutions, composed as it is of types requiring entirely different lines of treatment, would preclude the possibility of carrying out this programme in every one of the units of a penal system in a great state like New York; therefore, those who have given thoughtful consideration to the problem feel that the situation could be handled best by establishing clearing houses with medical clinics, through which would pass all prisoners sentenced to prison and reformatory institutions.

CLEARING HOUSE AT SING SING.

Every sentenced male felon first should be admitted to the clearing house now being provided at Sing Sing Prison. Here he should be kept under observation for a period of three or four months, studied physically and mentally, given the very best in the way of modern medical treatment, and placed under intensive vocational study and training for as long a period of time as necessary to enable the administration to define clearly the problem which he presents. Soon after his admission he should be presented at the medical clinic for a rigid and thorough-going physical and mental examination. The most approved clinical and laboratory facilities known to modern medicine should be used in these examinations. The aim should be not only the physical rehabilitation of the prisoner and the delineation of those underlying causative factors responsible for his delinquent career, but an effort should be made also to discover the abilities of each prisoner in order to determine whatever qualities he may possess, the cultivation of which might enable the penal administration to restore him to his normal relation to society as promptly and as permanently as possible.

Undoubtedly many criminal careers are due less to inherent biological defects in make-up than to the repeated exposure throughout life to unfavorable environmental and developmental conditions, forming in this way many of the characteristics and personality difficulties so commonly responsible for delinquent behaviour.

The most important phase, therefore, of the examination at the clinics would be a study of the personality and life history of the individual. While psychological tests would necessarily be given, since a cross-section view is most helpful, nevertheless the greatest emphasis should be placed on the careers of these individuals as seen in the light of modern psychiatric knowledge of behaviour.

It is no doubt needless to add, that, inasmuch as the very nature and purpose of this clearing house would be essentially medical, all its clinical activities should be under medical direction. Further, it may be well to emphasize that no one phase of the work such as sociological, psychological, psychiatric and physical should constitute an independent unit, if anything like a well-rounded study and an intelligent and understanding treatment of each individual is the aim. Only by making each one of these various aspects a co-ordinate part of a comprehensive scheme in the study and treatment of each and every individual prisoner, can successful results be obtained.

As stated before, the average length of sojourn at the reception prison would be three or four months; some would not require so long a period, while in other cases a clear definition of the problem presented would necessitate a much longer period than three or four months. After this period of examination it would be possible to supply to other prisons "a stream of healthy, sane able-bodied prisoners" who have received treatment for physical defects and disease, whose mental condition has greatly improved and who by intensive vocational study and training, would be able to acquire in other prisons skill in that trade or occupation best suited to their abilities. Those discharged from the clearing house should be distributed to the other prisons in the following manner:

1. All cases of tuberculosis should be transferred to the tuberculosis hospital at Clinton Prison.
2. Those sentenced to the reformatory at Elmira would be transferred to that institution. This in no way would interfere with the power of the court to commit to Elmira, as only the insane and those of the defective delinquent group, requiring very special care and treatment, would be transferred elsewhere.

3. The younger and more normal male felons receiving state prison sentences should be transferred, as Dr. Glueck has said, "after having been well started in acquiring the trade for which they are best suited as determined by scientific inquiry into their capabilities," to either one of the two industrial prisons of the state, Clinton or Auburn.

4. The older normal prisoners and those found incapable of learning a trade should be transferred to the agricultural prisons, Great Meadow and Wingdale, where they could make themselves most useful to the State in some form of agricultural occupations.

5. The insane who require treatment of a more or less permanent nature in hospitals for the insane should be transferred to the Dannemore State Hospital for the Criminal Insane. The more recoverable types should remain at the reception prison under proper treatment in a specially constructed pavilion.

6. There remains a very large group known as the defective delinquent group. The term "defective delinquent" is used here in a sense similar to that in which the term "insane" is used, being more of a legal than a strictly medical classification. In this group are included the intellectually defective delinquent, the psychopathic delinquents, the epileptic delinquents and the like. The individuals belonging to this group, who after prolonged and careful study and training are found incapable of reconstruction to a degree which would justify their release into the general community, should be committed to an institution specially suited to their particular needs, an institution for defective delinquents.

As the following table indicates, about 15 to 20 per cent of prison and reformatory inmates may well be segregated in such an institution.

TABLE VIII.—PERCENTAGES OF INMATES IN CERTAIN PRISONS AND REFORMATORIES REGARDED AS SEGREGABLE.

Institution.	Authority.	Percentage regarded as segregable.
Auburn Prison, N.Y.	Dr. Frank L. Heacox	17.9
Sing Sing Prison, N.Y.	Dr. Bernard Glueck	15.25
New York State Reformatory, Elmira	Dr. Frank L. Christian and Dr. John R. Harding	17.0
San Quentin Prison, California ...	Report of San Quentin Prison	17.9
Massachusetts Reformatory for Men	Dr. Guy G. Fernald	15.5
Massachusetts Reformatory for Women	Dr. Edith R. Spaulding	24.8

The more adjustable members of this "defective delinquent" group who show capacity for reconstruction to a degree that would justify their later release into the community under close and intensive supervision should be retained at the reception prison for prolonged training as a special group and later transferred to the industrial and agricultural prisons for further training. The intellectually defective members of this group, not regarded committable to the institution for defective delinquents, who may have slight difficulties of personality, may furnish little trouble and may well be made self-supporting and later restored through intelligent parole to the community. The psychopathic members of the defective delinquent group, the neurotic, unstable, emotional, temperamental individuals suffering from serious difficulties of personality furnish a problem far less easily solved. Those who do not break down completely under confinement and require treatment as insane, those who do not have to be committed to the institution for

the defective-delinquents, may be given the advantages afforded by prolonged training and may well, through the education of their inhibitions, learn to control their impulsive tendencies and emotional outbreaks to such a degree as to enable them later to be incorporated into the community achieving more or less enduring adaptation to their industrial environment and protected from the stresses and temptations to relapse by adequate social supervision.

It would be like elaborating the obvious to call attention to the close relationship such a programme bears to a real indeterminate sentence.

It is generally accepted that but for the defective delinquent group the punishment problem would almost disappear in prisons; that these individuals are the source of all disciplinary measures required. It is quite evident then that proper classification would not only be of immense value in this direction, but, what is of the greatest importance to the prison management, it would enable those agencies already existing in prisons, such as self-government, education, industrial training, etc., to be used more effectively.

CLEARING HOUSE AT BEDFORD HILLS.

All that has been said relating to the need of a clearing house for the sentenced male felons in New York State may be re-stated with equal, if not greater, emphasis in regard to the female inmates of the state penal and correctional institutions.

The well recognized menace that venereal disease is to the general public and the high frequency of those conditions found among delinquent women are matters for serious consideration. In 440 cases studied at the New York State Reformatory for Women at Bedford Hills, 48 per cent. gave positive reactions to the Wassermann test for syphilis. Of 289 prostitutes studied by the Baltimore Vice Commission, 63.7 per cent. showed syphilis. At the Reformatory for Women at Framingham, Massachusetts, 75 per cent. of the population were suffering from gonorrhœa. At the New York Reformatory for Women at Bedford Hills, 73 per cent. showed the presence of gonorrhea.

The relationship that these two conditions bear to feeble-mindedness need not be enlarged upon here. Venereal disease and feeble-mindedness form a combination as productive of human wretchedness and misery as any scourge that has ever afflicted mankind. Twenty-three per cent. of the women at the Reformatory at Framingham, Massachusetts, who were fit subjects for permanent segregation on account of mental defect, showed 90 per cent. of gonorrhœa and 60 per cent. of syphilis.

At least 30 per cent. of the population in representative penal institutions for women in New York State are feeble-minded, as indicated in Table IX. No satisfactory figures were obtainable showing how large a number of the women prisoners were suffering from other pathological, nervous and mental conditions, such as mental diseases of deterioration, psychopathic personality, epilepsy, and the like. However, the high percentage of feeble-mindedness is of itself causing many institution officials to agree with the statement made in the report of the State Hospital Development Commission, that "the really reformable type is becoming, in certain reformatories, an almost unknown quantity and the number of defectives is already so large that the question arises whether it would be better to make one or two of these institutions actually 'defective delinquent' institutions and continue the others as reformatories, with a population that is really reformable."

TABLE IX.—FEEBLE-MINDED WOMEN FOUND IN CERTAIN PENAL AND CORRECTIONAL INSTITUTIONS IN NEW YORK STATE.

Institution.	Authority.	Number of cases examined.	Percentage feeble- minded.
N. Y. State Reformatory, Bedford Hills	Dr. Mabel R. Fernald	335	31.9
State Prison for Women, Auburn..	Dr. Mabel R. Fernald	76	25.0
N. Y. County Penitentiary	Dr. Mabel R. Fernald	105	26.6
N. Y. City Workhouse	Dr. Mabel R. Fernald	95	42.7
Inwood House, N. Y. City	Dr. Mabel R. Fernald	69	15.1
Western House of Refuge for Women, Albion, N.Y.	Dr. Jessie L. Herrick	185	33.5

We feel that the establishment of a clearing house and a reception prison at the New York State Reformatory for Women at Bedford Hills, through which would pass all sentenced women felons and those of lesser offences selected by the courts of the state, is the most intelligent solution of the serious problem now presented by the delinquent women in New York State. The Laboratory of Social Hygiene might well be developed into an institution for this purpose. All of us are familiar with the serious consequences resulting from too long a delay in receiving into proper institutions feeble-minded girls after they have developed marked delinquent traits, and especially is this true during the child-bearing age. Such a clearing house would function for those institutions handling the women prisoners of New York State in the same way that the clearing house at Sing Sing would function for men.

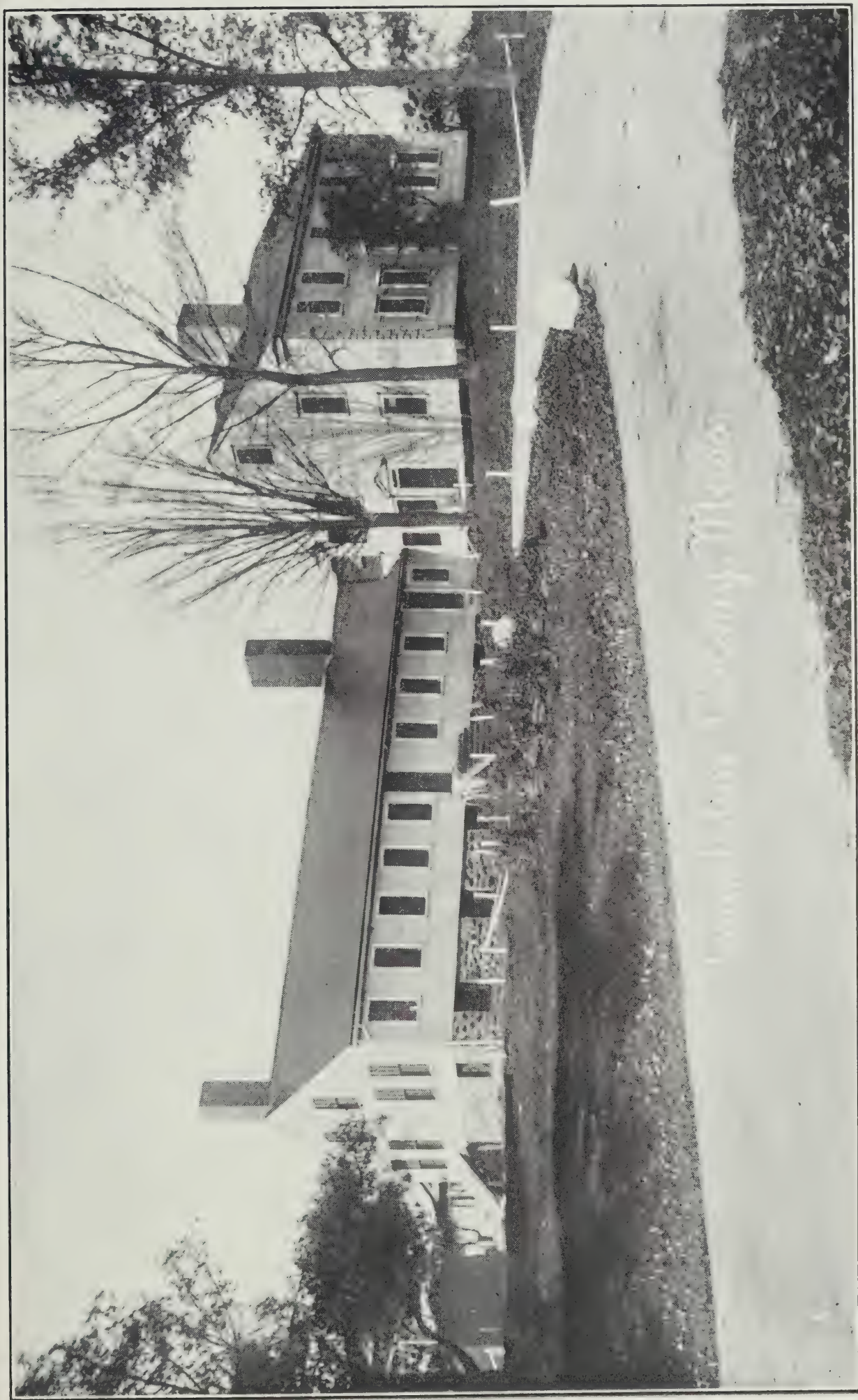
It is further suggested that in order to make effective the findings in this clearing house, a proper arrangement of the various other institutions handling women prisoners be made. In this connection it is suggested that the State Prison for Women at Auburn be transferred to the State Farm for Women at Valatie, after being made more secure; that the Reformatory for Women at Bedford Hills be made the State Institutions for Female Defective Delinquents; that the House of Refuge for Women at Albion be used only for those who are found capable of profiting by the training afforded and capable of being reconstructed to such a degree as would enable their restoration to the community.

CLEARING HOUSES FOR THE DEPARTMENT OF CORRECTION OF
NEW YORK CITY.

New York City, because of its extensive population, may be considered apart from the rest of the state, but all the facts deduced for the establishment of clearing houses at Sing Sing Prison and the Reformatory at Bedford Hills bear with equal force upon the needs of the Department of Correction of New York City.

For the year ending June 30, 1917, 71,528 prisoners were received in New York City institutions. A large army of physically and mentally handicapped individuals is being bandied about from institution to institution, locked up and turned out again, and the process is repeated over and over. We are of the opinion that there should be established on Blackwell's Island two clearing houses, one for male prisoners and one for female prisoners, utilizing the old penitentiary for men and the workhouse for women, which plan is now under way. These institutions should be equipped with all the modern facilities suggested for the state clearing houses.

Through those two institutions should pass all the prisoners sentenced to institutions under the management of the New York City Department of Correction,



and after proper study and treatment, and the character of the problem which each individual presents has been carefully outlined, they should be distributed to each of the city's correctional institutions in the light of the needs of each case.

It will be obvious that owing to a large number of mental defectives that will be found at these clearing houses, incapable of profiting by the ordinary methods provided in the existing machinery of the Department of Correction, two special institutions, one for male defective delinquents and one for female defective delinquents will be required.

PAROLE AND "AFTER-CARE."

The object after all in this more intelligent and more humane attitude towards the criminal is so to reconstruct his personality that he may be restored as promptly and as permanently as possible to his normal relation to society. In order to determine how far the prison administration has succeeded in this object, each individual prisoner when he becomes eligible for parole should be returned to the reception prison where he will be further observed, in order to determine how well this has been accomplished. Much light on his fitness for parole and on the measures to be adopted in the after-care work given the case would be obtained through the knowledge gathered in the investigations made at the clearing house. Too much emphasis cannot be laid on this phase of the prisoner's treatment. Reformation of the offender is never fully accomplished within prison walls. At best such an environment is artificial.

The unusual success obtained in after-care work with the insane by certain psychopathic hospitals where, through the agency of a social service department, many formerly mentally ill patients have been satisfactorily adjusted to the conditions of normal living, may well serve as an example for after-care treatment of criminals, in connection with such clearing houses as are proposed. The period following the release of the prisoner is a critical one for him and may be fraught with most serious consequences to society.

PREVENTION THROUGH COURT CLINICS.

Prevention is better than cure. Would it not be more sensible, more economical and more humane to prevent insanity, pauperism, prostitution, criminality and the like than to spend vast sums in undertaking the cure, or, when this was impossible, in providing ultimate custodial care?

It needs no argument to convince the average thoughtful person, that from the vast and grim procession of petty offenders passing through our lower courts, is recruited the greater portion of criminals eventually found in the prisons of this country. The large number of "repeaters" who have spent a greater portion of their lives in and out of prison, whose conduct has been in a measure due to serious abnormal conditions from which they suffered, such as mental diseases or deterioration, feeble-mindedness, etc., could have been discovered long before they were sent to prison, at a time when deterioration in the mentally ill and serious criminal tendencies in the mentally defective would have been more or less preventable. The state cannot afford to waste human material in such a manner or knowingly allow human beings to cause waste to other human beings in the community.

Studies have already been made calling attention to the frequency with which this same group of mentally-disabled individuals is to be found in the courts. In a study made in 1917 by the Psychopathic Laboratory of the Police Department of

New York City, of 502 selected cases, 58 per cent. suffered from some nervous or mental abnormality. A study of female offenders by Dr. Clinton P. McCord of Albany showed 56 per cent. exhibiting nervous or mental abnormalities. A study of 81 women examined in the night court of New York City by Dr. Mabel R. Fernald showed 25.4 per cent. feeble-minded. A study of 1,000 offenders by the Medical Service of the Municipal Court of Boston showed 23 per cent. feeble-minded, 10.4 per cent. psychopathic, 3.17 per cent. epileptic, and 9 per cent. mentally diseased and deteriorated. Of the 1,000 cases referred to, 456 or 45.6 per cent. exhibited abnormal mental conditions. Every one of these 456 persons is a potential and probable candidate for ultimate custodial treatment.

We believe it would be practical economy to undertake proper adjustment of such individuals at a time when their condition may be recoverable, or serious delinquent tendencies preventable, rather than wait until such deterioration has taken place or criminal habits have become so firmly fixed as to warrant custodial treatment.

How closely the problem of the mentally defective and diseased delinquent affects our courts, how seriously it hampers them in performing their protective function, is impossible, within the limited space available in this report, to discuss satisfactorily. However a limited view of the situation as it is seen in the average lower courts may be obtained from the following table showing selected groups of problem cases studied by the Medical Service of the Municipal Court of Boston.

It may be seen from this table that among the problem cases passing through our lower courts, a strikingly large number of abnormal individuals is to be found—individuals unfitted to profit by measures intended for normal persons and as a consequence returning to the court over and over again, forming the very nucleus of recidivism.

TABLE X—RELATIONSHIP OF MENTAL DEFECT AND DISEASE TO SELECTED TYPES OF PROBLEM CASES IN COURT.

Diagnosis	100 drug users	100 immoral women	100 shop- lifters	100 drunken women	100 vagrants
Normal.....	18	20	22	11	2
Dull normal.....	20	32	12	21	8
Feeble-minded.....	28	30	25	32	36
Epileptic.....	4	6	10	8	2
Alcoholic deterioration.....		2	7	12
Drug deterioration.....	14	2	4
Psychopaths.....	14	7	23	10	8
Psychosis.....	2	1	8	11	28
Total exhibiting abnormal mental conditions	62	48	66	68	90

There is no question more closely linked up with the fundamental duty of the criminal courts, the protection of society from anti-social acts, than the proper disposition of those who, through no fault of their own, are suffering from mental handicap, and who, because of their mental condition, are liable to become a burden and a menace to the community. This fact is being fully appreciated by judges throughout the country and in many places attempts are being made to secure proper medical assistance. In two cities, Boston and Chicago, special medical clinics have already been officially created within the municipal courts, contributory to a better understanding and a more intelligent treatment of offenders coming before these courts.

It is not to be expected that medical clinics in the courts can ever take the place of clearing houses in the prisons. Such opportunities for prolonged observation and investigation into the causative factors underlying careers, not to mention the advantages afforded from intensive vocational training and physical and mental rehabilitation of the prisoner, cannot be secured in the short time allowed for the study of a case in the lower courts. What these clinics can do, and most effectively do, is to act as a net or sieve for the court, to determine beforehand those who, because of constitutional defects and mental handicaps, are less likely to profit by the routine measures employed by the court in dealing with delinquents, and who, because of such pathological conditions, carry the potentialities for delinquent careers. As a result of the use of these clinics the feeble-minded and mentally diseased and deteriorated persons will no longer be tried again and again on probation, and after probation has failed, be sentenced for short periods of confinement in gaols, lockups and houses of correction, losing thereby whatever opportunities there might have been for restoring to health the mentally sick and preventing character deterioration and criminal tendencies in the mentally defective.

Such clinics should reduce the number of criminal insane. The early manifestations of their condition would be noted on the appearance of these individuals as petty offenders in the lower courts, and through the agency of the clinics, measures would be set in motion towards restoring them to normal health.

Through the establishment of such clinics, the feeble-minded—the “mental children”—passing through adult courts, whose so-called crimes have been more the consequences of neglect and ignorance on the part of the community than of any innate wickedness on their part, will be dealt with squarely on the basis of their needs as well as their deeds.

But this is only a part of the helpful service furnished by medical clinics within the courts. The large percentage of criminals suffering from physical disabilities is attested by reports coming from penal institutions throughout the country. During the administration of Dr. Katherine B. Davis, arrangements were made to give all inmates of New York City correctional institutions the same physical examination as that required for admission to the United States Army. In the Reformatory for Male Misdemeanants of New York City, where the inmates average barely 20 years of age, only 8 per cent. passed the required physical examination. In the Penitentiary, where the average age is greater, only 5 per cent. passed the required examination. In the workhouse, where those who are “down and out” are to be found in large numbers, only 1 per cent. passed the required examination.

All studies that have been made of offenders passing through to lower courts show a startling number of individuals suffering from acute and chronic physical diseases, such as tuberculosis, Bright's disease, asthma, heart disease, syphilis and gonorrhoea. The vital importance of the early recognition of these conditions cannot be overestimated.

Their relationship to an individual's industrial efficiency and through this to his delinquency, may be seen from the following study made at the clinic of the Boston Municipal Court.*

A group of 1,000 delinquents was studied with the purpose in view of determining what part, if any, routine physical examinations might play in the dis-

* V. V. Anderson, M.D., and Christine M. Leonard, M.D. A Study of the Physical Condition of One Thousand Delinquents Seen in Court. *Boston Medical and Surgical Journal*, 178: 803-07, June 13, 1918.

position of a delinquent's case in court and later in the institution of reconstructive measures while on probation. It was found that 85 per cent. of those in good or fair physical condition had been and were still self-supporting, while only 18 per cent. of those found to be in poor or bad physical condition had been and were still self-supporting.

That 96 per cent. of those regularly employed were found in good or fair physical condition, while only 4 per cent. were found to be in poor or bad physical condition.

That 86.3 per cent. of those who were rated as "never worked" were found to be in poor or bad physical condition. The chances of being self-supporting were more than four to one in favour of the individual in good physical condition.

Further, 47 per cent. of these individuals, practically every other person, was suffering from syphilis or gonorrhœa. Only positive laboratory findings were included.

Certainly something more than intelligent advice, short terms of confinement in prison, general supervision in the community and securing employment is needed to solve the problem presented by the delinquent whose physical endurance is rapidly diminishing under a progressive Bright's disease, or the delinquent who is scattering syphilis and gonorrhœa broadcast in the community. These may be conditions of more vital importance to his future welfare and to that of the community in which he lives than any other consideration.

The help that medical clinics will be to the court in determining the presence of these conditions and in securing the proper protection to the community and treatment of the individual is obvious.

It is not necessary in such a programme to emphasize the part played in the prevention of delinquency by the juvenile court. Dr. William Healey, Director of the Judge Baker Foundation of Boston, has well said:

"The determinants of all delinquent careers are the conditions of youth. Observers in many quarters are united in stating that almost all recidivists, confirmed criminals, show plainly their tendencies at least by late childhood. The factors then that turn the individual toward misbehavior are those already present in childhood."

This very fact and the presence of feeble-mindedness and other nervous and mental abnormalities among delinquent children, and the splendid work done in connection with juvenile courts by Dr. Healey in Boston, Dr. Helen Montague in New York City, and others, have convinced those who have given serious consideration to this phase of the subject that the financial saving in the prevention of delinquent careers, resulting from such studies and reconstructive work as have been done through already established clinics, more than justifies the financial outlay for their maintenance, to say nothing of the humanitarian aspect of the work.

So important are those beginnings of delinquent careers as found in childhood in their relation to the whole question of criminality, that a thoroughgoing study of each delinquent child brought into court is an ideal which the state can most profitably set itself to attain.

The establishment throughout the state of mental clinics to accomplish such aims will prove to be an investment paying in dollars and cents saved from the expense of courts, prisons, reformatories and almshouses; an investment not only in the prevention of crime and poverty, but in the joy and happiness coming from well adjusted human lives. Clinics functioning not only for the courts, but for the

schools and the entire community, will be a centre from which radiate influences tending to prevent many of the social, mental and moral wrecks of the coming generations.

Undoubtedly from existing knowledge as to the development of personality traits and mental characteristics it will be possible, through the study of the peculiar, retarded, abnormal and sub-normal children in the schools and the community, to set in motion measures for the development of desirable character traits and for the inhibition of undesirable ones; and to select very early in their careers those children in need of very specialized treatment.

It is evident in the larger cities, particularly in New York City, owing to the great number of delinquents passing through not only the adult courts but the juvenile courts, that special clinics attached to those courts will be necessary.

We note with approval that a comprehensive plan for mental clinics is being worked up into a state-wide programme by the New York State Commission for the Feeble-minded. Under the provisions of the Lockwood Law, the abnormal and backward child in school will be carefully studied and suitable measures applied for his readjustment before he has become a delinquent child or an industrial failure.

The various clinics throughout the state should be supervised and their activities directed, as the State Commission for the Feeble-minded plans, by a state board to govern all such clinics. An important step forward in the realization of this whole programme for the prevention of delinquency would be taken by the establishment of a psychopathic hospital in New York City as has been proposed by the State Hospital Development Commission. Such an institution would serve to prevent many individuals from becoming permanently disabled by mental disease, and throughout the community serve as a stimulus for better mental hygiene. It also would be of practical service in the prevention of delinquency, in that many individuals who would otherwise become serious problems for the courts and penal institutions of the state, would through the activities of such an institution be enabled to adjust themselves to the conditions of normal living.

In conclusion, the Committee desires to express its appreciation to Dr. Anderson for his very valuable assistance in the investigation and in the preparation of this report, and to the National Committee for Mental Hygiene for its co-operation and advice.

RECOMMENDATIONS.

1. That all males convicted of felony and not released under suspension of imposition or execution of sentence pass through the proposed clearing house at Sing Sing Prison, and thence be distributed to each of the state prisons and the New York State Reformatory at Elmira in the light of the needs of each case.

2. That all sentenced female felons and those convicted of offenses of a lesser degree than felony selected by the court, pass through a clearing house to be established by the state at the New York State Reformatory for Women at Bedford Hills, and from this clearing house, after a period of study and reconstruction, be distributed to other state institutions for women in the light of the need of each case.

3. The prompt establishment of the proposed clearing houses on Blackwell's Island to function for the Department of Correction of New York City in the same way as the Sing Sing and Bedford Hills clearing houses function for the state institutions, converting the penitentiary into a clearing house for men and the workhouse into clearing house for women.

4. The establishment of a state institution for the care and treatment of male defective delinquents, providing for their commitment, release and transfer. The Eastern New York Reformatory at Napanoch is suggested.

5. The establishment of a state institution for the care and treatment of female defective delinquents, providing for their commitment, release and transfer. The New York State Reformatory for women at Bedford Hills is suggested.

6. The establishment of an institution in connection with the Department of Correction of the City of New York for the care and treatment of male defective delinquents.

7. The establishment of an institution in connection with the Department of Correction of the City of New York for the care and treatment of female defective delinquents.

8. That all children brought before the court, charged with mental delinquency or improper guardianship, be examined mentally, the examinations to be made either in a clinic attached to the court, or in a central clinic to be provided, and those found feeble-minded to be committed to the proper institutions if in need of institutional care.

9. That all adults convicted of offenses less than felony and all adults convicted of felony and released under suspension of imposition or execution of sentence, be examined mentally at the discretion of the judge at a clinic attached to the court or at a central clinic.

10. The establishment of mental clinics throughout the state as planned by the State Commission for the Feeble-minded, and the establishment of a psychopathic hospital in New York City as proposed by the State Hospital Development Commission.

11. The creation of a state board to supervise and direct the activities of these mental clinics, thereby securing proper standardization in the way of methods used and results obtained.

12. That the Legislature be requested to enact such legislation as will put these recommendations into effect.

APPENDIX D.

THE GROWTH OF PROVISION FOR THE FEEBLE-MINDED IN THE UNITED STATES.

BY WALTER E. FERNALD, M.D.,

Superintendent, Massachusetts School for the Feeble-minded,
Waverley, Massachusetts, Jan., 1917.

The brighter classes of the feeble-minded, with their weak will power and deficient judgment, are easily influenced for evil and are prone to become vagrants, drunkards and thieves. The modern scientific study of the dependent and delinquent classes as a whole has demonstrated that a large proportion of our criminals, inebriates, and prostitutes are really congenital defectives, who have been allowed to grow up without any attempt being made to improve or discipline them. Society suffers the penalty of this neglect in an increase of pauperism and vice, and finally, at great increased cost, is compelled to take charge of adult idiots in almshouses

and hospitals and of mentally defective criminals in gaols and prisons, generally during the remainder of their natural lives. As a matter of mere economy, it is now believed that it is better and cheaper for the community to assume the permanent custody of such persons before they have carried out a long career of expensive crime.

The recognition of the characteristics, limitations, and needs of these various classes and the results of experience in their training, care, and guardianship have materially modified and broadened the scope and policy of our American institutions for the feeble-minded. To-day the advantages of these public institutions are not confined to the brighter cases needing school training especially, but have been gradually extended to a greater or less extent in the different states to all the grades and types of idiocy. With all these various classes pleading for admission, it is not strange that many of these institutions have become far more extensive than their founders dreamed of or hoped for. Successive legislatures have been ready to enlarge existing institutions when they would not grant appropriations for establishing new ones. The evil effects feared from congregating a large number of this class have not been realized, or have been minimized by careful classification and separation of the different groups. In fact, we must congregate them to get the best results. In order to have companionship, that most necessary thing in the education of all children, we must have large numbers from which to make up our small classes of those who are of an equal degree of intelligence.

The essentially educational character of the earlier institutions has been maintained, but the relations of the different parts of instruction are now better understood. The strictly school exercises, in the early days the most prominent feature, still perform their necessary and proper functions, but now in harmony with but subsidiary to the more practical objects of the institution. Education as applied to the development of these feeble-minded, is now understood in its broadest sense, not as mere intellectual training, but as uniform cultivation of the whole being, physically, mentally and morally. The end and aim of all our teaching and training is to make the child helpful to himself and useful to others.

Sir W. Mitchell says: "It is of very little use to be able to read words of two or three letters, but it is of great use to teach an imbecile to put his clothes on and take them off, to be of cleanly habits, to eat tidily, to control his temper, to avoid hurting others, to act with politeness, to be truthful, to know something of numbers, to go with messages, to tell the hour by the clock, to know something of value of coins, and a hundred other such things."

The most prominent feature of our educational training to-day is the attention paid to instruction in industrial occupations and manual labour. In this "education by doing" we not only have a very valuable means of exercising and developing the dormant faculties and defective bodies of our pupils, but at the same time we are training them to become capable and useful men and women. The recent reports of these institutions show in detail the large variety and amount of work done by these children. Carpentering, painting, printing, brick-making, stock-raising, gardening, farming, domestic work, the manufacture of clothing, boots and shoes, brooms and brushes, and other industries are now successfully and profitably carried on by the pupils in these schools in connection with the strictly mental training.

Each year a certain number of persons of this class go out from such institutions and lead useful, harmless lives. Some of the institutions where only the brightest class of imbeciles are received and where the system of industrial training

has been very carefully carried out, report that from twenty to thirty per cent. of the pupils are discharged as absolutely self-supporting. In other institutions, where the lower-grade cases are received, the percentage of cases so discharged is considerably less. It is safe to say that not over ten to fifteen per cent. of our inmates can be made self-supporting in the sense of going out into the community, securing and retaining a situation, and prudently spending their earnings. With all our training we cannot give our pupils that indispensable something known as good, plain "common sense." The amount and value of their labour depend upon the amount of oversight and supervision practicable; but it is safe to say that over fifty per cent. of the adults of the higher grade who have been under training from childhood are capable, under intelligent supervision, of doing a sufficient amount of work to pay for the actual cost of their support, whether in an institution or at home.

In the early days of public provision for the mentally defective the tendency seemed to be to enlarge the institutions symmetrically as the demands for admission increased, without much attempt to distinguish certain groups which might be cared for more advantageously in an entirely different manner. Experience has shown that there is a form of care which not only greatly improves the physical and mental condition of one group of the feeble-minded, but also reduces to practically nothing the actual cost of their maintenance. I refer to so-called "colony" care. Colony care does not, of course, do away with the necessity for "institutional" care. Practically, it means that an institution may have its capacity increased many fold at almost no increase in total cost for maintenance.

In brief, the plan includes, first, a "parent" institution for young children, the bed-ridden, infirm, and strictly custodial cases. Into this parent institution should be received the new admissions for purposes of classification and preliminary training. These parent institutions are advantageously located fairly near large centres of population. The colonies, subsidiary to the institution, should be located in the country at distances of from twenty to fifty miles and on land suitable for cultivation. Temporary or permanent colonies may also be established on wild State lands for the purpose of clearing them and maintaining them in such condition that, from their lumber or other products, they may return to the State a maximum revenue. In these colonies are placed the men and large boys who are able and who can be taught to do the necessary work.

During the past decade this form of care has rapidly grown, so that now there is general approval of the formation of colonies for adult male feeble-minded persons in good physical condition. Such colonies, when connected with "parent" institutions, can be made self-supporting and seem to offer a most hopeful means of providing for a greatly increased number of cases at a minimum expense to the State.

APPENDIX E.

WHAT IS PRACTICABLE IN THE WAY OF PREVENTION OF
MENTAL DEFECT.

BY WALTER E. FERNALD, M.D., WALTHAM.

There are reasons for believing that feeble-mindedness is on the increase, that it has leaped its barriers, so to speak, as a result of changed conditions of civilization.

Some of our methods of care have so propped up the defective and relieved him of burdens that he has been enabled the more easily to live and to propagate his kind. In fact, with the very highest motives, modern philanthropic efforts often tend to foster and increase the growth of defect in the community. In the light of our present knowledge, feeble-mindedness is the result of permanent abnormal brain conditions, and is incurable. Once feeble-minded, always feeble-minded. The one effective way to diminish the number of the feeble-minded in future generations is to prevent the birth of those who would transmit feeble-mindedness to their descendants.

It is becoming evident that some central governmental authority should be made responsible for the supervision, assistance and control of the feeble-minded at large in the community who are not properly cared for by their friends. This proposal is not so revolutionary as it seems, for a large proportion of feeble-minded people at some time in their lives now come under the jurisdiction of public authorities or private societies as dependents or as irresponsible law-breakers. Many feeble-minded persons eventually become permanent public charges. Many run the gauntlet of the police, the courts, the penal institutions, the almshouses, the tramp shelters, the lying-in hospitals, and often many private societies and agencies, perhaps eventually to turn up in the institutions for the feeble-minded. At any given time, it is a matter of chance as to what state or local or private organization or institution is being perplexed by the problems they present. They are shifted from one organization or institution to another as soon as possible. At present there is no bureau or officer with the knowledge and the authority to advise and compel proper care and protection for this numerous and dangerous class.

This state supervision of the feeble-minded might be done successfully by some existing organization like a properly constituted state board of health, or state board of charities, or by a special board or official; but the responsible official should be a physician trained in psychiatry, with especial knowledge of all phases of mental deficiency and its many social expressions. The local administration of this plan could be carried out by the use of existing local health boards or other especially qualified local officials, or perhaps better, by the utilization of properly qualified volunteer workers, or existing local private organizations and societies, already dealing with dependents or delinquents. This systematic supervision and control could easily be made to cover an entire state, and would obviate the present needless, costly and futile reduplication of effort.

The expense of this plan of centralized supervision and control of the feeble-minded may seem to be an objection, but it is not a valid one, for states like Massachusetts, New York or Ohio, for instance, are now really wasting vast sums of money annually in haphazard methods of temporizing with the social consequences of mental defect, instead of dealing with the feeble-mindedness itself. We

are now pouring water on the smoke instead of on the fire. This central bureau would co-ordinate and utilize all of the disconnected agencies which now deal with the feeble-minded—the special school classes, the child-helping societies, the mental clinics, the laboratories for social and eugenic research, the court and probation officers and all the institutions for the feeble-minded. The remote mountain village would be as well served as the large cities.

The modern public-school class for defective children ensures diagnosis and treatment at an early age, helps to inform the parents as to the dangers of mental defect, and admirably serves as a clearing-house for permanent segregation, when necessary, before adult life is reached. These classes should be established in every city and large town.

Families and settlements of the Kallikak, Nam or Hill-folk class, the so-called hovel type, can be broken up and terminated by segregation of the members of the child-bearing age. Every feeble-minded girl or woman of the hereditary type, especially of the moron class, not adequately protected, should be segregated during the reproductive period. Otherwise she is almost certain to bear defective children, who, in turn, breed other defectives. The male defectives are probably less likely to become parents, but many male morons also should be segregated. This segregation carried out thoroughly for even one generation would largely reduce the number of the feeble-minded.

The cost of segregation will be large, but not so large as the present cost of caring for these same persons, to say nothing of their progeny in future generations. These people are seldom self-supporting, and most of them are eventually supported by the public in some way. From the economic standpoint, alone, no other investment could be so profitable. The present generation is the trustee for the inherent quality as well as for the material welfare of future generations. In a few years the expense of institutions and farm colonies for the feeble-minded will be counterbalanced by the reduction in the population of almshouses, prisons and other expensive institutions. When the feeble-minded are recognized in childhood and trained properly, many of them are capable of being supported at low cost under institution supervision.

The state will never be called upon to place all the feeble-minded in institutions. Many cases will never need segregation, small children of both sexes, cases properly cared for at home with or without supervision, many adult males and adult females past the child-bearing period. Eugenic study will recognize the non-hereditary cases who cannot transmit their defect, and who do not need segregation for this reason. The one great obstacle to effective prevention of feeble-mindedness is the lack of definite, precise knowledge. This knowledge can only be supplied by long-continued scientific research along many lines of inquiry. We do not even know the exact number of the feeble-minded. This fact will be supplied by the future community surveys and other extensive and intensive studies.

APPENDIX F.
FROM DEFECTIVE CHILDREN.

A CHALLENGE TO THE STATE.

By GEORGE A. HASTINGS, EXECUTIVE SECRETARY, COMMITTEE ON
MENTAL HYGIENE, NEW YORK CITY.

Address delivered in Lent, 1918, in Ithaca, N.Y.

Defective children are a challenge, not only to societies like this, but to juvenile courts, to probation officers, to the educational department of the State, to every school in the State, and to the State and society itself. They are especially a challenge to every organization and agency working for the betterment of the lot of the defective and delinquent. Is it not time that we stopped "passing the buck" from one organization to another and joined hands so that we may progress toward a permanent solution of the problem?

FIVE STEPS ARE NECESSARY.

Community control of the feeble-minded involves the progressive steps of identification, registration, instruction, supervision and segregation. Each one of these steps is necessary for a workable programme. One leads naturally to the other. Without all of these progressive steps we can go only part of the way toward the goal of discovering who and where the feeble-minded are, and taking steps to do the right thing by them and by society. Diagnosis of defectives leads naturally to the next step of registration, or census, as a basis for instruction suited to the needs of such defectives as can be instructed, as a basis for community supervision of those who may properly and safely be allowed to remain in the community, and a basis for the segregation of those whose condition demands that they shall be placed in institutions for their own good and for the public welfare.

I shall not take time to dwell upon the need of more effective measures to control feeble-mindedness. If anything were needed to supplement our experience along this line in civil life it is furnished by the rejection already of 13,481 men from the new national army, on account of nervous and mental disorders, and of this number 35 per cent., or 4,737, were feeble-minded.

It has become a settled policy that responsibility for dealing with the feeble-minded devolves upon the State.

There are certain organizations which come so closely into touch with the problem in their everyday work that their interest and their help will be especially needed. There are few organizations which come closer to it and meet it more constantly than societies for the prevention of cruelty to children. If, then, we believe that childhood is the time to begin dealing with defectives, and that the careers of defectives should be nipped in the bud, rather than be allowed to come to full fruition of crime, pauperism, delinquency and dependency, then surely we must feel that societies dealing with children now have both a responsibility and a great opportunity.

Starting, then, with the school system, as a nucleus of a mechanism to keep an accurate and continuing record of the feeble-minded, and to report it to a

central state authority at intervals, we might rely upon the following organizations and agencies, acting co-operatively with the mental specialists to make a substantial census of the great bulk of cases in the community:

1. Public schools and local boards of education.
2. Juvenile and adult courts, especially those which have facilities for mental examination of the cases brought before them.
3. Probation officers.
4. Jails, reformatories, orphanages and all other private and public charitable reformatory and correctional institutions.
5. Commissioners of charities, superintendents and overseers of the poor, superintendents of almshouses and all other Poor Law officials.
6. Physicians in general practice and more especially those engaged in the specialties of neurology and psychiatry.
7. Charity organization societies and other relief and social agencies.
8. Societies for the prevention of cruelty to children.
9. Clinics and hospitals (especially the out-patient departments of institutions for mental diseases), and city and charity hospitals.
10. Lodging-houses and workhouses that shelter vagrants.
11. State and national mental hygiene societies and local committees.
12. County agents and agencies for dependent children.
13. Institutions for the care of the feeble-minded, insane and epileptic should report and register all cases sent to them and all who are candidates, but who cannot be accommodated and are placed on the waiting lists.

APPENDIX G.

SUPERVISION OF THE FEEBLE-MINDED IN THE COMMUNITY.

JESSIE TAFT, PH.D., SOCIAL SERVICE DIRECTOR, COMMITTEE ON MENTAL HYGIENE, NEW YORK STATE CHARITIES AID ASSOCIATION.

(Read before the Mental Hygiene Section of the National Conference of Social Work, Kansas City, May 15-22, 1918. General topic of the symposium of which this was a part, "Steps necessary in Community Control of the Feeble-minded.")

The social significance of feeble-mindedness is becoming increasingly apparent each year. In the impression which it has made on the popular mind as a practical problem demanding a practical solution it has far out-stripped the more interesting and difficult question of mental disease with which it is so closely allied but which is still a comparatively unknown quantity even to the more enlightened. To one who works in the field of mental disease, there is something very heartening in the familiarity which the ordinary teacher or social worker now shows toward feeble-mindedness as a possible factor in her work. This quite general recognition of the importance of mental defect for the community, in marked contrast to the prevailing ignorance of the social importance of mental disease, is not difficult to explain.

Of all the problems presented by mental hygiene, feeble-mindedness is the simplest, most accessible and most easily comprehended by the common man. Anything that can be stated in terms of intellect is simple compared with that which goes over into the fields of emotion, feeling, impulse and instinct. It may be that

such a confining of feeble-mindedness to the intellectual sphere will prove to be an over-simplification of the problem, but the fact remains that this way of looking at it has made it easy to explain and easy to understand.

In the recognition of the feeble-minded child the school is on the way to a solution of one of its most serious problems, and the altering of an entire school system to make special provision for such children has done much to enlighten the common people.

Moreover, we have to remember that the feeble-minded person especially of the moron group, is not an isolated individual without family ties. He belongs to a home whose love for him and belief in his possibilities will have to be taken into account in any plan we may formulate. No plan which ignores human relationship and public sentiment will be successful, although innumerable laws confirm it.

If we approach the problem in cold blood, we may say that the only questions to be considered are the prevention of propagation on the part of feeble-minded persons, the prevention of delinquency, and the most effective utilization of the labour represented by the feeble-minded population. Nothing is simpler than to give the logical solution to these problems. The reason such solution is not simple in practice is that human life is not primarily logical. We are still a long distance from conscious intellectual control of social life, and even so, the most rigorous intellectual control would obtain its results only through taking into account the working of human impulse and emotion.

Sterilization of the feeble-minded is logically the solution for the problem of prevention of propagation of the mentally unfit where feeble-mindedness is due to heredity. Practically, despite legislation, it has never worked because it is a purely intellectual remedy. It has never considered the prolonged period of preparation and education necessary to change deep-seated primitive attitudes. There may come a time when sterilization of the unfit will be incorporated in our programme, but it will be only when the general level of enlightenment on social problems is materially raised by slow growth.

Segregation, much more than sterilization, offers a practical solution to part of the problem at least and may eventually be the final, most practical solution. At present it fails in two, possibly three, respects. First, on the human side, when by segregation we mean a fairly complete shutting off from society of all the feeble-minded including types of the higher grade, we ignore a profound aversion on the part of the people in general to confinement for life any human being, particularly when no offence has been committed commensurate with such punishment and when the individual to be segregated seems to the ordinary observer not to be very different from himself. This, combined with the feeling which relatives, particularly of the high-grade feeble-minded, have against segregation, makes any very complete programme of this kind quite impossible for some time to come.

Quite aside from the obstacles presented by popular sentiment, there is one fundamental difficulty in the way of segregation as a complete programme, on the purely economic side, and another which may or may not be fundamental. If the most conservative estimates regarding the percentage of feeble-minded in this country now under suitable institutional care are correct, it still remains to provide institutions for at least fifty per cent. of the total feeble-minded population of the United States. According to Mr. Kuhlman, in the *Journal of Psycho-asthenics* for September-December, 1916, five-tenths of the total feeble-minded population is now segregated in institutions for the feeble-minded. Even if one disagreed

with this estimate, it could be made far more conservative and still leave us with the task of housing a tremendously larger number of feeble-minded than any state has ever contemplated. Any approach toward complete segregation is bound to mean a construction of institutions on a scale which will postpone realization of the scheme to an indefinitely distant future. In the meantime the feeble-minded are with us, at large in the community for good or ill, with no conscious control of the situation on our part.

The other point to be considered on the economic side is the utilization of the labour of the feeble-minded. We have no conception at present of how much of the rough work of the world is being done by morons. We are just beginning to get some return from the labour of the feeble-minded in institutions through the rise of the colony plan in a few states. But we have no basis for deciding at present whether segregation can ever be made to utilize the labour of the feeble-minded to as great economic advantage as some other plan which would allow of the employment of feeble-minded in the industry of the outside world. This is a question for consideration and for further investigation that we may gain facts upon which to make a judgment.

The best plan for supplementing segregation and sterilization for the present, even though they should ultimately prove to be the only solution to our problem, the only way to obtain the kind of information we need and must have about the feeble-minded, the best scheme for educating the people to the comprehension of the problem and the willingness to accept segregation and sterilization when necessary, it seems to me, is the plan for careful scientific supervision of the feeble-minded in the community as part of a state or nation-wide programme for control and prevention of feeble-mindedness.

I have no theory that the majority of the feeble-minded would become industrially efficient, sexually safe or economically self-supporting, if only they could be supervised. I have no illusions regarding the difficulty of providing anything approaching adequate supervision, but I am convinced that for the present there is no other way of getting at the problem, and after all, it is not as if we had not already taken upon ourselves responsibility for trying out such plan when we began the movement for ungraded and special classes for feeble-minded children. Is that work all to be wasted? Are we to look after these children until they are fourteen or sixteen and then suddenly throw off all responsibility even to the extent of making no attempt to provide institutional care when it is obviously needed?

The school and the ungraded class give us the nucleus for a system of supervision which could be worked in so simply that it would not only not meet with opposition but would be welcomed by the children and the parents.

In order to make such systems of after-care effective in a school system, three things are essential: (1) an adequate mental clinic under the direction of a psychiatrist with psychological training or of a psychologist with psychiatric viewpoint and experience. This clinic ought to provide a routine method of passing on the mentality of every child who enters in school in order that the assignment of the child to a special class should not depend chiefly on chance, and should not be delayed for several years while the child is struggling vainly in the regular grade and getting full effects of his maladjustment. This clinic should be the centre for a system of registration, for the direction of social service and after-care, and for the vocational guidance of the feeble-minded child both in his industrial training and in his placement after he leaves the school. (2) The second essential of supervision is social service from the time the feeble-minded child enters the special class.

If a trained social worker with psychological background could act as visiting teacher for the special or ungraded classes, keeping in touch with both child and home, following the child's development, keeping track of his conduct out of school, educating his home to a right attitude toward him, helping him to use the best recreational conditions the neighbourhood affords, when the time came for that child to leave school, the combined knowledge of the teacher, social worker and clinic director ought to give a reliable basis for deciding what should be done with him. They would know what his abilities were, what his chance of industrial success, what his tendencies to anti-social conduct, and, if he seemed to demand institutional care, the friendly relationship with the parents built up by the social worker would offer the best possibility of inducing the parents to permit segregation.

(3) The third necessary factor in a system of supervision is a vocational and employment bureau which shall be merely another phase of the mental clinic and the social service. This bureau would not only attempt to place the feeble-minded child in an occupation for which he was fitted, but it would continue to supervise him carefully through the social service worker. Such supervision would do much to keep the feeble-minded child steadily at work, not only because the worker could come in at a crisis to help adjust his difficulties and tide him over a period of discouragement, but because the worker would explain the child to the employer and through her ability to adjust problems as they arose would make the employer willing and able to keep a class of workers who might under ordinary conditions be impossible. The bureau would have to work up the whole problem of employment of the feeble-minded—finding where the feeble-minded child can best be utilized, interesting employers in the possibility of making conscious use of feeble-minded labour, inducing them to try various experiments with such labour under supervision.

It may be argued that this system to be at all adequate would be expensive out of all proportion to the results. In answer to that it may be said in the first place that we know nothing about the results, certainly not from any experience in this country. In England and Germany and one or two other countries, a certain amount of after-care has been tried with rather poor returns in the case of England and apparently good ones in the case of Germany. I very much doubt whether such after-care has been done with any but volunteer workers and under any but fairly haphazard and unscientific direction. It seems to me we shall have no grounds for judging the effectiveness of a careful scientific system of community supervision, until we have given at least a five-year trial.

As a supplement to supervision through the school system, we have in the institutions for the feeble-minded, especially those with the colony system and field agents, machinery all ready to our hand for the supervision of institution cases who have improved with training and proved themselves fit for a greater measure of freedom. The institution for the feeble-minded is also the logical laboratory centre for the schools in its district, and school and institution might well combine on a thorough-going plan of training and community supervision wherever possible.

That supervision will be expensive, there is no doubt; but there seems to be no way to avoid the expense entailed by the production of the unfit. Segregation is expensive, special classes are expensive,—although perhaps no more so than institutional care for children who are too young to make any return in productive labour,—the feeble-minded at large in the community unsupervised are expensive. It is not a question of whether we shall or shall not pay for the care of the feeble-minded. It is merely a question of whether we shall pay blindly or consciously,

whether we shall pay in crime, in courts, in reformatories, in prisons, in almshouses, or whether we shall pay in directed care calculated to give us the facts which may in time make control and prevention of feeble-mindedness possible.

It may be argued that such scheme is impractical because of the numbers to be supervised and the necessity for real supervision if the plan is to amount to anything.

From one point of view any complicated extensive task involving care of human beings is impractical, it is never done simply or easily. The effective education of children in schools is a gigantic task, seemingly almost impossible of accomplishment. But we never consider abandoning it because results are not always ideal or economically profitable. Successful supervision in the community is coming to be the final aim and ultimate criterion of achievement, for the hospital, the prison, the court, the reformatory, and the hospital for the insane. We call these systems probation, parole and after-care, and no one questions their value or measures them by their economic advantage. It really is not a question of whether or not a system of community supervision of the feeble-minded will be simple or cheap. It is a question of when we are going to begin to do this thing which has to be done before we can get any farther with the problem of feeble-mindedness, and how long we are going to flatter ourselves that the money for ungraded classes is well spent while supervision ceases when the greatest need for it begins. There is no use training children for the scrap heap. If supervision is too expensive, ungraded classes are rank extravagance.

Finally, to sum up, a system of community supervision of the feeble-minded in connection with the school system is absolutely necessary for a term of years, (1) in order to deal with the problem of control and prevention of feeble-mindedness while segregation and sterilization are as yet inadequate, (2) in order to get facts regarding the feeble-minded who can and those who cannot be adapted to life outside an institution, (3) in order to determine whether there is anything better than the colony plan for utilizing the labour of the feeble-minded, (4) in order to educate the community to an understanding of the problem, (5) in order to justify the existence of special or ungraded classes and render them really useful, (6) in order to provide an opportunity for the study of the individual cases not a priori delinquent or belonging to the group obviously requiring segregation.

Dr. L. Pierce Clark in a recent article (*Mental Hygiene*, v. 2, 23-33, January, 1918) has put the matter in a nutshell when he says: "We shall never arrive at any proper understanding of the causes and prevention of feeble-mindedness until we reconcentrate ourselves anew to the individual case studies and make them thorough and detailed and see where they lead us, instead of studying this class en masse, which has been the popular mode of late . . . Psychopathic traits, or, better, conduct disorders in the mentally-retarded and arrested children, need to be considered and studied on the broad plane of our present-day knowledge of personality and psychiatry."

APPENDIX H.

THE ANNUAL DISCOURSE.

THE BURDEN OF FEEBLE-MINDEDNESS.

BY WALTER E. FERNALD, M.D., OF WALTHAM.

Delivered June 12, 1912.

So far as is known, if both parents are feeble-minded all the offspring will be feeble-minded. If one parent is feeble-minded, it is probable that some of the offspring will be feeble-minded, and the children who are themselves normal will be likely to beget defectives. These normal persons in tainted families who are potential "carriers" of the defective germ plasm may keep up the sequence. If both parents come from tainted families, the probability of defect in the children is much increased. The normal members of tainted families who mate with healthy individuals with no family taint are not so likely to have defective children; indeed, the tendency may be eradicated by judicious breeding-up for several generations. This tendency may be expressed by one or more cases in every generation, or it may skip one generation to reappear in the next. Inheritance is not merely a question of fathers and mothers, but the family tree goes farther back.

The social and economic burdens of uncomplicated feeble-mindedness are only too well known. The feeble-minded are a parasitic, predatory class, never capable of self-support or of managing their own affairs. The great majority ultimately become public charges in some form. They cause unutterable sorrow at home and are a menace and danger to the community. Feeble-minded women are almost invariably immoral and if at large usually become carriers of venereal disease or give birth to children who are as defective as themselves. The feeble-minded woman who marries is twice as prolific as the normal woman.

Every feeble-minded person, especially the high-grade imbecile, is a potential criminal, needing only the proper environment, and opportunity for the development and expression of his criminal tendencies. The unrecognized imbecile is a most dangerous element in the community. There are many crimes committed by imbeciles for every one committed by an insane person. The average prison population includes more imbeciles than lunatics. The term "defective delinquent" is applied to this special class of defectives where the mental lack is relatively slight, though unmistakable, and the criminal tendencies are marked and constant.

At least 25 per cent. of the inmates of our penal institutions are mentally defective and belong either to the feeble-minded or to the defective delinquent class.

In the light of our present knowledge, the only way to reduce the number of the feeble-minded is to prevent their birth. The perpetuation of defective family stocks should be inhibited. This would be possible to a great extent if every feeble-minded person and every potential "carrier" of the defective germ plasm could be prevented from parenthood.

There is already a strong popular demand for the logical and thorough application of our present knowledge of the laws of morbid heredity in the way of prevention. This State has begun the policy of the segregation of the feeble-minded, especially those of child-bearing age. This segregation carried out thoroughly for a generation would largely reduce the amount of feeble-mindedness. The high-grade female imbecile group is the most dangerous class. They are not capable of becoming desirable or safe members of the community. They are never able to support themselves. They are certain to become sexual offenders and to spread venereal disease or to give birth to degenerate children. Their numerous progeny usually become public charges as diseased or neglected children, imbeciles, epileptics, juvenile delinquents or later on as adult paupers or criminals. The segregation of this class should be rapidly extended until all not adequately guarded at home are placed under strict sexual quarantine. Hundreds of known cases of this sort are now at large because the institutions are overcrowded.

There is an urgent demand for greatly increased institutional provision for this class. The cost of this provision will be great, but not as great as the present cost of caring for these same persons, to say nothing of their progeny, in future generations. It would cost less money, be more economical in social life, and of immense value morally. These people are never self-supporting, but are eventually supported by the public in some way. From the economic standpoint alone no other investment could be so profitable, not even in canals or railroads or factories. The present generation is the trustee for the inherent quality as well as for the material welfare of future generations.

In a few years the expense of institutions and farm colonies for the feeble-minded will be counterbalanced by the reduction in the population of almshouses, prisons and other expensive institutions. When the feeble-minded are recognized in childhood and trained properly, many of them are capable of being supported at low cost under institution supervision.

In a rational policy for controlling feeble-mindedness it is essential that we recognize the condition in childhood. Our compulsory school laws bring every child to official notice. Every case of feeble-mindedness should be recorded. At the proper time the parents should be informed of the condition of the child, of the necessity for life-long supervision, and of the probable need of institution treatment. Sooner or later the parents will probably be willing to allow their child to be cared for in the institution. The parents who are not willing should be allowed the custody of their child, with the understanding that he shall be properly cared and provided for during his life, that he shall not be allowed to get into mischief and that he shall be prevented from parenthood. Whenever the parents or friends are unwilling or incapable of performing these duties, the law should provide that the child shall be forcibly placed in an institution, or otherwise legally supervised.

There are now special public-school classes for the feeble-minded in most of our cities and large towns. These classes insure diagnosis and treatment at an early age, they help to inform the parents as to the dangers of the condition and they admirably serve as clearing houses for permanent segregation before adult life is reached. They should be extended and increased in number.

The mental defectives in our penal institutions should be recognized and transferred to permanent custody in suitable institutions and farm colonies and not discharged at the expiration of their sentences to beget other defectives and to re-enter their careers of crime.

It is probable that education in the broadest sense will be the most effective method in a rational movement for the diminution of feeble-mindedness. The public generally should be intelligently informed as to the extent, causation and significance by means of suitable literature, popular lectures and other means. There is now a great demand for such information from women's clubs, church societies, charitable organizations, etc. General knowledge of this subject in a community will insure the rational protection and control of the feeble-minded in that community.

This subject should receive more attention in the medical schools. At the present time only a few schools in this country give any instruction whatever in the subject. General hospitals and dispensaries should have out-patient departments for the diagnosis and treatment of feeble-mindedness. These clinics would also provide for the instruction of students. No medical student should graduate until he has a general knowledge of the causes, varieties, prognosis and treatment of feeble-mindedness.

Every physician in general practice will find cases of feeble-mindedness among his patients. He has the unwelcome task of informing the parents of the misfortune of their child. He is called upon to advise as to treatment and life-long care and protection.

The prevention of the accidental type of feeble-mindedness largely depends upon the knowledge and skill of the physician in recognizing and in removing or modifying the environmental conditions which may cause the defect.

The recognized field of mental defect has been gradually extended and widened, and clinical types and degrees of feeble-mindedness are recognized by the alienist which are not yet familiar to the medical profession generally. It is most important that the physician should recognize the so-called "border-line" cases where the intellectual defect is apparently slight, and is overshadowed by the immoral and criminal tendencies. These cases may be glib and plausible, often bright-looking and attractive, but are unable to apply themselves at school or at work without constant supervision, and are wholly indifferent to the consequences of their behaviour and actions. The inability to get or keep a situation or to support themselves is most significant. These cases often present a bad family history, a personal history showing backwardness in infancy and school life, and the presence of various physical stigmata of feeble-mindedness. Psychological tests of these adolescents or adults show that they have a mental age of only seven or eight or nine years. In fact, they are cases of real feeble-mindedness differing only in degree and not in kind from the more obvious varieties.

The growing appreciation of the medico-legal bearings of feeble-mindedness, the increasing tendency of the courts to inquire into the mental status of persons accused of crime, and the widespread movement to recognize and treat mental defect in the public schools have created an urgent demand for the services of physicians skilled in the diagnosis of mental defect which cannot be met at the present time. Indeed the social worker, the charity visitor, the teacher and the court official often recognize cases of feeble-mindedness which they are unable to properly treat and control because they cannot secure the co-operation of suitably qualified physicians. A medical diagnosis of feeble-minded is necessary before a case can be properly or legally considered.

If, as we believe, the prevalence of feeble-mindedness can be most effectively reduced by educational methods, the remedy largely depends upon the medical

profession. The physician has knowledge of family histories and tendencies. He has access to family councils. His advice in individual cases is eagerly sought and generally followed. He has exclusive opportunity to teach and inculcate certain accepted principles of practical eugenics.

The most important point is that feeble-mindedness is highly hereditary, and that each feeble-minded person is a potential source of an endless progeny of defect. No feeble-minded person should be allowed to marry, or to become a parent. The feeble-minded should be guarded or segregated during the child-bearing period.

APPENDIX I.

EIGHTH ANNUAL REPORT OF THE NEW YORK PROBATION AND PROTECTIVE ASSOCIATION, 1916.

CARE FOR THE FEEBLE-MINDED.

When mental examinations show that young women are markedly feeble-minded and investigations reveal that there is no possibility of protecting them adequately in society, effort is made to secure their commitment to institutions. Many defective young women for whom there is no chance of commitment, with the present limited institutional provision, are placed in a protected environment. Of 158 young women under the care of the New York Probation and Protective Association, given mental examinations, 53, or 33.5 per cent. were found to be mentally defective. During the year 1915-1916, 25 girls were sent to institutions because of their mental condition, 16 of whom entered institutions for the feeble-minded. Of these, 11 were judicially committed.

HOUSE OF DETENTION AND WOMEN'S COURT.

When Waverley House was established to provide a place where young girls who were defendants and witnesses in cases pending in the courts, could remain apart from hardened offenders, while investigations were being made and their needs discovered, we looked forward to a time in the near future when such provision should be made in a public institution. In 1909, this Association presented to the Inferior Courts Commission, evidence of the need of a suitable House of Detention, and urged provision for it in the law. As a result of the effort of the Association, the law was secured, making mandatory the establishment of a House of Detention. The remodelling of an old house for the purpose was opposed, and the erection of a new structure for a House of Detention and Women's Court was approved by the public Officials. In June, 1913, the House of Detention Committee, of which Mrs. J. Borden Harriman was chairman, was instrumental in securing an authorization of corporate stock amounting to \$450,000 for this purpose. The site of the old Tenderloin Station-house in West 30th Street, between Sixth and Seventh Avenues, was selected, and an adjoining lot purchased by the city, at a cost of \$62,500. Plans drawn by Griffin & Wynkoop, architects, were approved by every public official and department whose approval was necessary. When bids were received as a result of advertising, they exceeded the original appropriation. As a result of a conference called by Dr. Katharine B. Davis, then Commissioner of Correction, it was decided to ask for the additional appropriation. At a meeting of the Board of Estimate and Apportionment, December 10, 1915, this request was referred to the Corporate Stock Committee.

Realizing during the summer of 1916, that additional appropriation was unlikely, we asked that an answer be given as to what the City would do, so that revised plans could be drawn to bring the building within the existing appropriation. Then we discovered one real reason for the delay. The Commissioner of Correction wished to have the fund appropriated for the House of Detention and

Women's Court transferred to a farm colony for women. While this Association approved heartily of a farm colony and three years ago urged its establishment upon the city officials, it is heartily opposed to diverting funds appropriated for the House of Detention for such a purpose. Among the reasons for opposing the transfer of funds and insisting that the original plan for the House of Detention shall be adhered to, are the following:

1. The law for the House of Detention is mandatory.

The Inferior Courts Act, which became law June 25th, 1910, made mandatory the establishment of a Municipal House of Detention near the Night Court for Women. Section 77, of the Inferior Courts Act, states:

"There shall be established on or before October 1, 1910, a place of detention, under the jurisdiction of the Commissioner of Correction, convenient to the Night Court for Women, where women may be detained both before and after being heard, and in such detention place, the young and less hardened shall be segregated, so far as practicable, from the older and more hardened offenders."

To comply with this law, the City of New York is under obligation to provide a House of Detention. After careful consideration and survey of the various possibilities, it was decided to erect a new building for this purpose.

2. The need for the House of Detention is as great as it ever was.

There has been a slight decrease in the number of women held at one time in the district prisons and the Tombs, but there is just as great need for improved physical and moral environment, and for segregation of different classes of offenders.

The average daily number of women in the City Prison and the district prisons during 1911 was 128; during 1912, 121; during 1914, 128, and during 1915, 118. The highest number on any one day in the district prisons and City Prison was as follows:

1911.....	186
1912.....	168
1913.....	165
1914.....	159
1915.....	155

Although the number of women at any one time is not large, the total number received during the year in the district prisons and the City Prison from the courts is very large. During the year 1914, there were received in the district prisons and the City Prison in Manhattan from the courts, a total of 10,780 women, or an average of 899 per month; during 1915, there were 10,673 women, an average of 889. Of 9,440 women who remained in the district prisons and the City Prison, while awaiting trial during 1914, and 9,357 awaiting trial in 1915, 5,791 in 1914 and 6,012 in 1915, spent from 1 to 10 days; 3,354 in 1914 and 3,122 in 1915, spent from 11 to 30 days; 155 in 1914 and 141 in 1915, spent from 1 to 2 months; 95 in 1914 and 61 in 1915 spent from 2 to 3 months; 36 in 1914 and 18 in 1915 spent from 3 to 4 months; 7 in 1914 and 2 in 1915 spent from 4 to 5 months; 2 in 1914 and 1 in 1915 spent from 5 to 6 months.

In any place where over 10,000 women are spending from 1 to 180 days surely there is need of having the physical and moral conditions as satisfactory as possible, and of providing for segregation of different classes of offenders.

4. Improved facilities for detention will result in wiser dispositions.

The House of Detention is needed, among other reasons, for the purpose of providing better facilities for examination, observation, and investigation of arrested women, so that dispositions will be based on a better understanding of

needs. As a part of the routine of the institution, it is planned to have medical examinations to determine the presence of venereal or other infectious disease, mental examinations of young women, at least those suspected of having serious mental defect, and more complete investigation of the past histories of arrested women. Magistrates will be more willing to remand young women for investigation when it is to an institution free from the wretched conditions of the prison. They will also be able to impose sentence more wisely, having before them more complete records of the condition of the defendants and their past history. Observation by a skilled superintendent and mental examiner reveals mental disturbances which go unnoticed as a young woman passes quickly before a magistrate.

5. The House of Detention is more imperative than a Farm Colony.

We grant that a farm colony is necessary and believe that it should be provided by the City of New York; but its establishment is less imperative than provision for the younger, less hardened women not yet convicted of crime, the witnesses, and women who may be discharged, released on suspended sentence or probation.

When we consider the great advantages that will come from a central court which will provide a small court room and more freedom from publicity at the hearings: when we appreciate the great need of segregating the younger and less hardened offenders from the older offenders, on different floors of the House of Detention, making provision for witnesses, and having single rooms lighted with outside windows, instead of dark interior cells; and then when we remember that under these improved conditions, we shall know better the needs of the women who will be released or committed, more in accordance with their needs, we are convinced that the immediate establishment of this House of Detention is both desirable and necessary.

APPENDIX J.

REPORT OF THE SPECIAL COMMISSION RELATIVE TO THE CONTROL, CUSTODY AND TREATMENT OF DEFECTIVES, CRIMINALS AND MISDEMEANANTS.

FEBRUARY, 1919.

WALTER E. FERNALD, Chairman,
Superintendent, Massachusetts School for the Feeble-minded.
ELLEN W. GRAY,
Chairman, Advisory Board of Prisons.
THOMAS W. WHITE,
Supervisor of Administration.
EDWARD C. R. BAGLEY,
Director of Prisons.
GEO. M. KLINE,
Director, Commission on Mental Diseases.
ROBERT W. KELSO, Secretary,
Executive Director, State Board of Charity.

JUVENILE COURTS.

In the dealing with juvenile offenders, the Commission believes there should be a more thorough application of the policy indicated in the Statutes of 1906,

¹establishing the Boston Juvenile Court, and of the same year; ²providing for special juvenile sessions in other courts. That policy is defined in section 2 of the latter Act as being "to the end that the care, custody and discipline of the children brought before the court shall approximate as nearly as possible that which they should receive from their parents, and that, as far as practicable, they shall be treated, not as criminals, but as children in need of aid, encouragement and guidance." It is the policy of specialization in dealing with juveniles, and is justified both by study of the psychology of childhood and by the experience of the state in its proceedings under these Acts. For its fulfilment it now calls for the provision of Juvenile Court judges, either in each court or in groups of courts, in order that special qualifications and special training and attention shall secure a high standard in the treatment of these cases, which, more than any others, demand a thorough and skilful, as well as sympathetic, handling by the courts of the State.

There remains a fundamental defect in the present system of commitment of lawbreakers which it would not relieve. The statutes require the court in sentencing cases to commit to an institution direct, or, in his discretion, to commit to one or two or more institutions. This practice fails to effect such grouping and classification of lawbreakers by institutions as later study of the case may render advisable. The result is that the institutions tend to receive the unclassified, so that the short-term and long-term offenders, drunkards and felons, feeble-minded persons and those of normal mind, are thrown together in a manner which renders later classification possible—if possible at all—only by a system of transfers seeking, in fact, to undo the commitment which the court has made. If opportunity were to be given, after sentence, and before final custodial disposition, for observation and examination of the individual, his classification for purposes of custody and treatment would be rendered simpler and less expensive. Such a period of observation, examination and study could be secured under a system of commitment to the authority in charge of the unified group of custodial institutions instead of to the institution itself. The Commission therefore recommends the creation of a clearing-house system in the commitment of offenders, which shall provide:

1. For the commitment of all adult offenders, who, in the opinion of the court, should go to a penal institution, to the custody of the Bureau of Prisons, or other State body dealing with adult offenders, instead of to the separate institutions as at present.

2. For the commitment of all juvenile offenders, who, in the opinion of the court, should go to a correctional institution, to the custody of the Trustees of the Massachusetts Training Schools, or other State body dealing with juvenile offenders.

Commitment to a central department instead of an institution is not new. It is in operation in Ohio. In New York a clearing-house system in the commitment and treatment of offenders is in process of development.

Such unification involves a State system of care, custody and treatment of all criminals and misdemeanants, with the probable consequent taking over, either by purchase or other equitable arrangement, of gaols and other institutional facilities now owned and operated by counties. Though a great part of the existing institutional equipment is old and unsuited to the best care and treatment, such a system as is here proposed, since it does not increase the total inmate population, but seeks merely to reclassify and regroup, would not immediately render necessary the establishment of new institutions or the construction of new buildings for the reception of new cases.

¹ Acts of 1906, chapter 489.

² Acts of 1906, chapter 413.

DEFECTIVE DELINQUENTS.

Chapter 595, Acts of 1911, operative in October, 1918, provides for the commitment and custodial care of defective delinquents. Section 1 of that Act provides that—

If in any case where a court might by way of final disposition commit an offender to the state prison, the reformatory for women, or any gaol or house of correction, to the Massachusetts reformatory, the state farm, or to the industrial school for boys, the industrial school for girls, the Lyman school, any truant school, or the custody of the state board of charity, for an offence not punishable by death or imprisonment for life, it shall appear that the offender has committed the offence with which he is charged, is mentally defective, and is not a proper subject for the schools for the feeble-minded, or for commitment as an insane person, the court may commit such offender to a department for defective delinquents, hereinafter established, according to the age and sex of the defendant as hereinafter provided.

The purpose of this Act, with its further provisions for transfers, sought to take out of the procession of offenders passing daily through our courts that individual whose defective mentality is the inducing cause of his repeated offences, and place him under custody, care and treatment for his condition rather than for his offence.

As appears from the report of the Bureau of Prisons for 1918 (see Public Document No. 115) of the 11,495 persons committed to our penal institutions in that year, 6,733, or 58.5 per cent., were repeaters. It further appears from the same tabulation that they averaged 6.8 former commitments each. The findings of a study made by New York authorities, still incomplete, show that of the 133,047 persons received into the penal and correctional institutions of that state in 1917, 60 per cent. had served previous commitments. If it be assumed that there are offenders coming before our courts who are chronic lawbreakers because of abnormal mental condition, it would be natural to assume that they would be found in greatest proportion in this number of persons who keep coming to the courts for repeated offences. Such researches as have been made in 1914 of 100 repeaters at the Indiana State Prison, found that of this number 80 per cent. showed nervous or mental abnormalities. These prisoners averaged at least four commitments in each case. In January, 1918, Dr. V. V. Anderson reported on a study made of immoral women in the Boston Municipal Court¹ that 84.2 per cent. of the recidivists in this group were suffering from some form of mental handicap. He further reports that 100 feeble-minded women seen in that court averaged 18.25 arrests apiece.

This constant factor of abnormality makes clear, at one and the same time, why those persons are repeaters and why it is that society need not expect reformation from them or protection for itself by any process of short-term gaol sentences.

It is still the practice in our courts generally to commit offenders of long record for short terms without permitting an examination and study of the individual himself to determine whether his condition is not such as would cause him unavoidably to become an offender whenever he is at liberty. Society cannot protect itself against the chronic repeater otherwise than by study and classification of offenders as they come before our courts, and such disposition of them, after a finding of guilt, as will take into account their proved inability to adjust themselves to normal conditions of living under law; and by the provision of such ways

¹ "The Immoral Woman as Seen in Court." Reprint from *Journal of Criminal Law and Criminology*, Vol. 8, No. 6.

and means, through custodial detention or oversight, as will guarantee the community against their constant depredations. The only just way of dealing with such an incompetent must be by a plan of kindly custodial oversight based upon a recognition of his condition rather than his offence. That our police departments should go on rounding him up and our courts go on imposing fines and terms of sentence upon him time and again, at great expense to the public and to the great delay of trials for others, is absurd as a business proposition and unjust as a disposition of the rights of our citizens.

The excessive cost of repeated trials is, however, the least harmful of this practice. Even delay in justice cannot be called its worst offence, for there is still greater evil flowing from the constant return of the defective to the community, between commitments. This is seen most vividly in the case of the defective diseased female prostitute. Authentic studies¹ of groups of professional prostitutes coming to the courts on charges of sex offence indicate with striking uniformity that about 60 per cent. have either syphilis or gonorrhœa, and that one-half of them are either distinctly feeble-minded or mentally abnormal. While it is true that among prostitutes the dull-minded person is more apt to get caught, and that therefore the results of analysis of court cases are to be accepted with caution in this one particular, it must nevertheless be true that these people are, as a class, defective delinquents. Thanks to our failure to detect them and to provide kindly treatment for their condition, they go about the community spreading venereal diseases and giving birth to illegitimate children for the public to support and for the courts to struggle with, as they have done with the parents before them.

Our studies show beyond a doubt that prostitution in these persons is a natural and unavoidable consequence of their mental insufficiency. They are shown also to be the group that contracts syphilis and gonorrhœa most readily because they lack discretion in avoiding it, and who bear illegitimate children through the same indifference to consequences. Their children are supported for the most part out of the public treasury. These illegitimate waifs begin their lives and end their days under a handicap of disease and hereditary defect and a burden of disgrace and sorrow as great as it is ever the lot of mankind to bear. Yet this train of miseries need never have happened.

It is a frequent practice in our courts for these sex offenders to be given a fine, permitting the defendant to go back on the street and work out her fine at the only trade she knows. The reasonable method of dealing with the defective prostitute is examination before sentence, and disposition with a view to safeguarding the community against her depredations and protecting her from the debauchery that is certain to be her lot. If she is feeble-minded, and for that reason a menace, she should receive permanent custodial care in an institution where she cannot spread venereal diseases nor breed children.

The process of sifting out the defectives demands a thoroughly competent examiner who shall be available for the use of the court. The Boston Municipal Court is at present so equipped. The only feasible mechanism for supplying such competence to all of our courts throughout the state is the development of a staff of examiners under the Commission on Mental Diseases, in this way enlarging and extending the purposes of chapter 153, General Acts of 1918. The Commission recommends such a centralized system and submits a bill for that purpose.

The inauguration of such a process of rounding up the defective delinquents

¹ Report of the Commission for the Investigation of the White Slave Traffic, so called.

would result in a need for institution facilities by which to house and care for them. There would not, however, be created a need for greatly increased institutional capacity, since these individuals are the same persons who constitute our chronic repeaters, and who are already being dealt with by fines, probation and short-term sentences to our state and county institutions. Their residence within institution walls would be more continuous under the proposed system, and there would grow up, in all probability, a tendency to use the expedient of fine or suspended sentence less and the commitment for mental treatment more. From both of these factors there might be expected to result some increase in numbers in our present custodial population. But the primary effect of the change would be improved classification or grouping for treatment rather than a material increase in numbers.

THE FEEBLE-MINDED.

In any consideration of the problem of the criminal misdemeanant or alcoholic, the feeble-minded and the defective delinquent, it is impossible to reserve feeble-mindedness for separate consideration. It is the great constant factor in each of them. In this report it appears as the most important of those mental abnormalities that result in repeated offences. The public is now well informed of the menace that many feeble-minded persons constitute when allowed to go without oversight or institutional care, but it is not generally appreciated that many feeble-minded persons can live their lives without the restraint of an institution and yet without injury to society.

Just who is the harmless individual and who is the menace no rational method of determining has thus far been developed. It is an unwarranted burden upon the taxpayer to fill up our institutions with harmless feeble-minded persons, just as it is an offence against the true interests of the public to permit the feeble-minded person who is a menace to go unrestrained. The alarming spread of venereal diseases, seen in the light of the proved high proportion of feeble-minded among prostitutes, is evidence of the present failure of Massachusetts to round up this menace. In fact, the problem of the suppression of venereal diseases is to a large degree the problem of the feeble-minded woman.

On the other hand, it is now being recognized that there is an element among the feeble-minded that can be permitted to remain in the community under supervision without danger to the public welfare. Some need no restraint at all; others, if found in childhood and given intelligent supervision and training, will grow up to a reasonable degree of usefulness without creating either a public burden or a menace. Intelligent solution of this problem, therefore, requires that a thorough-going system of supervision outside institution walls be developed. The Commission recommends such a system under the direction of the Commission on Mental Diseases.

To any one dealing with the endless procession of illegitimate children; of disease-breeding prostitutes, who are irresponsible; of inebriates with more than a score of commitments in their record, and who because of mental defect cannot be expected to escape the habit or cease their round of courts and gaols; the unrestrained woman married to or cohabiting with the feeble-minded man, and begetting a large family of feeble-minded children to add to the troop of repeaters in the courts and public dependents in almshouses and infirmaries,—to those working with these problems it is fully apparent that it does not protect the public to seek out the defective in the latter end of his career of lawbreaking and disease-

spreading and child-breeding—after the fact. The palliative method, catching the defective after the harm is done, tends at its worst to breed the very menace that it seeks to remove. It is only by preventive methods that so grave a menace to the public welfare can be dealt with adequately.

Feeble-mindedness is not a condition that develops in adult life. Where present in the grown-up, it must have existed in the same individual from birth or early childhood. This circumstance renders it wholly practicable to ascertain its presence while the individual is still young, and before he has entered upon that certain career of misery for himself and depredation upon society. The proposition is too obvious for argument.

The one point of certain contact between the government and the child who does not appear in court is the public school. Here, if anywhere, is the place for the routine study of the mentality of children, both for the purpose of teaching and for the purpose of bringing under special care the marked defective who, but for such kindly supervision or institutional care, would in all probability become the defective delinquent of the dispensary, the maternity ward, the police court and the prison.

The Commission recommends a system of compulsory routine mental examination for all children of school age who are three or more years intellectually retarded, or who, in the opinion of the school authorities, are mentally deficient, such examination to be made in accordance with a method approved by the Commission on Mental Diseases. A bill is submitted.

In order to round out such a system of identification of the feeble-minded, the Commission further recommends the creation of a central system of registration for the feeble-minded, under the direction of the Commission on Mental Diseases, in this particular concurring with recommendations for legislation already submitted by that body.

In recommending such far-reaching changes in our laws and in the practice of our courts the Commission is sensible of needs that cannot long be deferred. Our present system of meeting the growing problems of public dependency, of insanity, of lawbreaking and of feeble-mindedness, is in the main an effort at remedy after the harm has been done. Palliation in this system must give way to the prevention of causes, if the problems are to be met successfully. The right methods in the care, custody and treatment of offenders and defectives call for an approach to the individual himself. Treatment *en masse* must give way to intelligent classification, making individual treatment practicable. This specialization of method is the underlying purpose of the Commission's recommendations. Finally the Commission wishes to point out that the unified system under State control which it suggests is in direct line with the spirit of the new amendment to the Constitution, calling for a reorganization of boards and commissions in the State service.

SUMMARY OF CONCLUSIONS.

The fundamental conclusions derived from the Commission's study, as shown in the foregoing report, are six in number: 1. . . . 2. . . . 3. . . .

4. The principle of a clearing-house should be adopted in our process of court commitment of all offenders by which—

(a) All adult offenders who are found guilty, and who, in the opinion of the court, should go to a penal institution shall be committed to the custody of the

Bureau of Prisons, or other State body dealing with adult offenders, instead of to the separate institutions, as at present.

(b) All juvenile offenders who are found guilty, and who in the opinion of the court, should go to a school or institution for juvenile delinquents, shall be committed to the custody of the Trustees of the Massachusetts Training Schools, or other State body dealing with juvenile offenders.

5. The defective delinquent should be identified by a process of examination in the courts, and withdrawn from the community for custodial hospital treatment in accordance with his defective condition, instead of committing him for short-term sentences, as at present, with the certainty that he will repeat his offences an indefinite number of times.

6. Present beginnings in the identification and institutional treatment of those feeble-minded persons in the community who are a menace to life and property, and are breeders of their own kind, should be extended.

(a) By mental examination, by a method approved by the Commission on Mental Diseases, of all persons detained in penal and correctional institutions.

(b) By mental examination, by a method approved by the Commission on Mental Diseases, of all minors admitted to the State Infirmary, and of all women admitted there for confinement.

(c) By mental examination, by a method approved by the Commission on Mental Diseases, of every child intellectually markedly retarded in the public schools.

(d) By a centralized system of registration of all feeble-minded, under the direction of the Commission on Mental Diseases.

(e) By the development, under the Commission on Mental Diseases, of a process of supervising feeble-minded persons in the community.

(f) By the immediate extension of the Wrentham State School to its contemplated maximum capacity of 1,800 beds.

(g) By the immediate development of the Belchertown plant to a maximum capacity of 1,800 beds.

APPENDIX K.

REPORT RESPECTING FEEBLE-MINDED IN NOVA SCOTIA.

MARCH 15, 1916.

A few years ago a Royal Commission appointed to investigate this matter in Great Britain, which carried out its duties in very comprehensive manner, reached the conclusion that in England and Wales one in 217 of the general population are feeble-minded; and that in Ireland one in 175, and in Scotland one in 384, belong to the same category. A recent census of one county in Michigan showed one in every 187 of the general population to be more or less mentally deficient.

Actual tests by competent authority showed that 66 per cent. of children passing through the Juvenile Courts of Newark, N.J., were feeble-minded, while a similar experiment in the City of New York showed 80 per cent. to be feeble-minded. Dr. Goddard, of Vineland, an eminent authority on feeble-mindedness, in discussing the responsibility of children in the Juvenile Courts, states that:

“Twenty-five per cent., at least, of the children who come before the Juvenile Courts are feeble-minded. Therefore, it is incumbent upon every person interested

in the work of children to insist that every child coming before the Court shall be tested, and if he proves to be feeble-minded he shall be provided for in an institution where he can be made happy and useful and cared for throughout life, rather than be sent to a reformatory for a few years, or to a detention home for a few weeks, and then be let out to commit misdemeanours again because he has no power of doing otherwise."

APPENDIX L.

DESCRIPTION OF STOKE PARK COLONY FROM THIRD REPORT OF BOARD OF CONTROL IN GREAT BRITAIN UNDER MENTAL DEFICIENCY ACT, 1913.

Stoke Park Colony and its ancillary Premises: This Institution, now the largest of any devoted to the care of mentally defective persons, is owned and managed by "The Incorporation of National Institutions for Persons requiring Care and Control." At the close of 1915 the property belonging to this body consisted of Stoke Park proper, with three ancillary Houses—The Royal Victoria Home, Bristol, Beach House, Stapleton, and Clevedon Hall, Somerset. During 1916, however, two additional Branch Establishments were included in the certificate—Heath House, Stapleton, and Hanham Hall, Hanham. Measures were also taken for the further addition of Leigh Court, Abbots Leigh, but arrangements were not completed before the end of the year. Excluding the last named, for the purpose of this Report, the group on December 31st of the year under review, contained accommodation for 1,268 mentally deficient persons of both sexes and all classes within the meaning of the Mental Deficiency Act, 1913. Although large, when considered as a whole, the main Institution and its ancillary Houses are so clearly detached from one another, by ground conformation and distance, that they might be considered, reasonably, as separate institutions. It is to be hoped, so far as the practical classification of inmates is concerned, that they will be so treated, and that it will be realized that the inclusion of these buildings in one certificate is only allowed for facility in administration, and to admit of the easy transfer of cases from one section of the Institution to another.

Stoke Park stands almost alone amongst the larger Institutions by reason of the willingness of the Managers to admit for care therein all types of defectives from the lowest to the highest grade. Taking into account the unimprovable character of most idiots and low-grade imbeciles, the correspondingly small credit to be derived from their care, the increased difficulties in internal classification thereby necessitated, and the amount of mothering and nursing, often of an unpleasant nature, they require, the action of the Managers in accepting a due proportion of such cases is public spirited and commendable. We trust that a growing appreciation of these difficulties will not result in any deviation by the Managers from the course they have adopted.

Stoke Park is a growing institution, still undergoing a process of development. Some of its adjuncts are of comparatively recent date, barely yet in proper working order, and at least one further unfinished addition is needed to complete its armament. Some defects, partly due to these circumstances, which have led to complaints, have become apparent in matters relating to treatment and classification. When, however, the scheme of building is complete, there will be no

doubt as to the provision of available means for all that is needed in this direction, and we rely upon the Managers taking the fullest advantage of the opportunities they have created. There will then be, for both sexes, hospital accommodation for low-grade cases, and for the temporarily sick of all classes; a creche for the care of young children under school age, or over that age when delicacy indicates need for special care; separate buildings capable of use for high and medium grade cases of school age, and others again for persons over school age, where industrial training can be carried on of a character suited to sex requirements. Arrangements have been in existence for some time past for the separate treatment of these classes, and successful efforts have been made to originate and develop industrial employment; but hitherto the Managers have been hampered by an absence of distinctive accommodation, which is being remedied as quickly as war exigencies will permit. The inclusion in the certificate, during 1916, of Hanham Hall for high-grade boys of school age and of Heath House for the industrial training of older boys, are excellent steps in the right direction.

All the housework is done by the girls, and they are also engaged in the kitchen, bakehouse, and laundry, and do a considerable amount of needle, spinning and weaving work. On our visits we have seen several of them busily occupied upon garden work, in which they seemed to be taking much interest. The boys are taught various trades and handicrafts, and many of the bigger boys have outdoor work which will be much increased when the new premises and farm at Heath House are brought into occupation. Physical drill is part of the curriculum for both sexes.

APPENDIX M.

HOW TO FILL THE GAP BETWEEN SPECIAL CLASSES FOR MENTALLY DEFECTIVE CHILDREN AND INSTITUTIONS.

BY ADA M. FITTS, BOSTON, MASS.

Supervisor of Special Classes, Boston Public Schools.

MASSACHUSETTS SOCIETY FOR MENTAL HYGIENE.

OCT. 1916.

The pupils should be selected by a trained expert who uses a combination of tests and who will win the confidence of parents as well as give a diagnosis of the child's mental and physical condition. In many places the high grade improvable feeble-minded children have been selected by such experts and then placed in classes under the direction of trained teachers. The number of pupils in a class is wisely limited to fifteen to a teacher, and through individual work she tries to fit her pupils for adult life. Special classes take feeble-minded children as early as possible—say from seven to eight years of age. Some eventually return to grade and are able to complete a part of the fourth grade work; a few more are transferred directly to the institution: but the majority should remain in special classes till they reach the school age limit.

Three methods have been adopted; first, to have the special class occupy a room in an elementary school building and care for the mentally defective children of that immediate district; second, to group these pupils in a central school; and third, a combination of both individual classes and centers. In Massachusetts until recently, children were allowed to leave school at fourteen, but with the raising of the compulsory school age limit to sixteen, we found ourselves (two years ago) face to face with the problem of what to do with the special class children who must remain in school until they are sixteen years of age. In Boston in order to provide the next necessary step beyond the individual class, the regular grade pupils occupying two six-room buildings, were accommodated elsewhere and these buildings were used as centers—one for special class girls and another for special class boys. Pupils for these centres were selected from individual classes all over the city (one or two from each) as their fitness to profit by this special advantage was recognized. The separation of the sexes has proved to be of distinct advantage both to pupils and teachers, thus adding to the efficiency of the work. Little difficulty has been experienced thus far in transportation over long distance, the city paying the car fares.

At the centres advanced manual work is begun and grading and classification are possible. The programme is so arranged that each child has one and one-half hours' physical, one and one-half hours' academic, and two hours' manual work each day. The girls are given a trained teacher to instruct them in domestic science, millinery, sewing, embroidery, crocheting, knitting, mending and preserving. The boys are taught brush-making, boot-blackening, wood-working, serving of luncheons, dish-washing, simple tailoring, gardening, assistant-janitor work, and other forms of comparatively unskilled labour. In this way we attempt to carry on the training of special class children from seven to sixteen years of age.

In my judgment, the special class should be still further supplemented by work rooms where, under favourable conditions, pupils over sixteen may be provided with work for which they would be paid. Cobbling, chair caning, tool sharpening, brush and mat making, are industries which might be carried on profitably. They could be guarded and controlled in part without being taken from their homes. This brings up the question of how long the public schools should assume the responsibility of these children beyond the school age limit. It seems to me that it should do so for another year or two at least, unless there is some other agency ready to do the work. The school funds are used for work with adults in continuation and evening schools and centres—why not for the much needed work with the feeble-minded?

Most of us will agree that the ideal condition would be for many of the mentally defective to go from the school directly to the institution, and thus safeguard the public from inefficiency, unemployment, pauperism, vagrancy, degeneracy, and all the other social consequences of feeble-mindedness. Since this is impossible, we must attempt to fill the gap between the special class and the institution by providing a system of after-care for the feeble-minded who are forced to compete with the normal in the working world. As has been said, "It is not sufficient for society that the subnormal should be properly trained in school; it is the business of someone to see that they meet the difficulties of the earn-a-living world. It is of small use to train laboriously in school for shop or farm and then see the graduate enter messenger service or other unskilled and spasmodic labour. Pioneers are needed to make this new adjustment, to study the situation, plan for it, and to enter into it. It is time for them to think together, plan together, and for others to help put the results into operation."

The child may have been prepared for appropriate employment, but he cannot be given the necessary power of self-direction. The subnormal person (young or old) does not have that guiding power within; he must have outside control that should never be relaxed. The need is for a person or persons who will provide this oversight and follow the career of each individual, continuing the guidance begun by the teacher. He should be closely connected with the representatives of various educational, religious, philanthropic, civic and medical organizations. This person should be strong, tactful, persistent, one who has been a teacher of mentally defective children and also, if possible, with training as a social worker. The after-care work would naturally divide into two parts: first, the obtaining of information about pupils; second, oversight of pupils at work and knowledge of where suitable positions can be secured. In order to do this it would be necessary to canvass the employers of comparatively unskilled labour and to arrange to have notifications sent to the officer when there are vacancies to be filled.

It is a very difficult thing for anyone, doctor, teacher, or superintendent to say definitely whether these children will do well in the wide world or not, until they have been tried. Now, here comes our scheme; We have chosen a large number of good reliable firms of all kinds in different parts of the city: carpenters, lunch positions, gardeners, wire workers for the boys; and for the girls, laundry work, leather stitching, pinafore making, paper bags, etc. These are called approved firms and they are willing to treat any of our children just like other workers and with the same rates of pay. They will also permit a teacher to visit the child once a month in order to see his work and confer with the foreman as to the child's progress.

At the half-yearly examination I confer with the head teacher and we choose the most suitable children who may be considered as eligible for this trial; we select the most suitable firms and communicate with the manager. The parent is then seen and the offer is made to her: Under the Act we have the power to keep your child at school until sixteen years of age, but as he being over fourteen years of age, seems to be suitable and fit to care for himself and do considerably good work, we are willing to allow him to leave school on condition that he goes to work at a place we choose for him and that he remain in that place until he is sixteen. If he fails to do this or to give satisfaction to his employers, he must immediately return to school and stay until he is sixteen.

The advantages of this method are many. Chiefly we have tested the child to see if, working under good conditions, he will be able to keep a situation and give satisfaction. The employers are as a rule pleased because they know that they will get the child's best work and that they can return him to school if he proves unsatisfactory, while the visiting teachers will see that the child is not imposed upon, and that he has suitable work.

No child is ever allowed to go to work under fourteen years of age, and most of them are fourteen and a half and fifteen years old. They are only the best and highest grade of children that we have. If a child cannot keep his situation and give satisfaction, he returns to school; it may be that he is tried again with another firm and again fails. All the children who are kept till sixteen (that is the least responsible and worst cases) are referred to the local authority under the Mental Deficiency Act. Moreover we are able to tell which of these on trial with firms are likely to continue working under slight supervision which must also be recommended to the local authority. Of course this scheme is quite new and is just a tentative way of bridging the gap.

The results of the follow-up work that has already been done and the fact that so large a proportion of the children are employed for wages, leads one to feel that the work done by the special class does carry over into their after life. Dr. Wallace of the Massachusetts School for the Feeble-Minded at Wrentham writes: "We have especially observed these children and believe they are more advanced according to their mental condition, manifest much better habits and their social relations in the institution are much better than the reaction of children admitted without the special training."

Besides the special class and after-care officer, there should be a definite plan of awakening community interest in the problem of the feeble-minded.

The committee might also co-operate in establishing in the vicinity of their city, farm groups which would serve as training schools. Through visits to such schools the parents might overcome their prejudice to institutional life and later, if necessary, consider permanent custodial care for their children. Such a group could provide supervision and also be a clearing house for those who develop the need of institutional care. Several states have already in the farm colonies connected with their institutions such a combination of training school and permanent home. There the boys, many of them able to do the whole or part of a man's work under direction, are utilized to develop absolutely worthless land into valuable soil ready for cultivation.

As the problem is recognized and public opinion created, it becomes evident that these individual community efforts should be systematized and have supervision. As so well stated by Dr. Fernald at the National Conference of Charities and Correction, Baltimore, 1915, "Many feeble-minded persons eventually become permanent public charges. Many run the gauntlet of the police, the courts, the penal institutions, the almshouses, the tramp shelters, the lying-in hospitals, and often many private societies and agencies, perhaps—eventually to turn up in the institutions for the feeble-minded. At any given time, it is a matter of chance as to what state or local or private organization or institution is being perplexed by the problems they present. They are shifted from one organization or institution to another as soon as possible. At present there is no bureau or officer with the knowledge and the authority to advise and compel proper care and protection for this numerous and dangerous class." With a complete census of the feeble-minded, community interest, the help and co-ordination of existing records, and the co-operation of all existing agencies, the state with such supervision would be dealing with the problem of feeble-mindedness in a broad and constructive way.

APPENDIX N.

ANNUAL REPORT OF THE CHILDREN'S COURT OF THE CITY OF NEW YORK, 1916.

Although much had been accomplished in improving the conditions and the administration of the Children's Courts through the Act of 1910 and the reforms of 1912, it was realized by all interested in the work that another step was necessary in order to strengthen its efficiency and perfect its organization. After the assignment of the four justices for exclusive service in these courts in 1912 an anomalous situation arose. These four men were regarded, in a sense, as respon-

sible for the administration of the Children's Courts. It is true that they had complete charge of and responsibility for the conduct of such cases as fell under their jurisdiction, yet, on the other hand, they did not possess the slightest authority or control over the officials of the courts or over their general method of administration, save, of course, as their votes in the Board of Justices of Special Sessions might influence the deliberations of that Board. Every appointment, every complaint, every matter of policy had to be referred to this Board, which consisted of fifteen Justices from the five counties in the city, some of whom had scarcely ever sat in the Children's Courts. The clerical force was under the direction of the Chief Clerk of Special Sessions, and the Probation Department was directed and controlled by the Chief Probation Officer of the same court. Administratively speaking, the Children's Courts were simply appendages of the Court of Special Sessions—a tribunal for the trial of adult offenders. It required but little argument to prove that the continuance of such a condition would render impossible all real progress in the Children's Court, and that the only solution would be to divorce it from the Court of Special Sessions and to endue it with a complete administrative entity of its own. This solution was not only urged by the Justices then assigned to the Children's Courts but was favoured by the other Justices of the Court of Special Sessions, who appreciated the necessity and wisdom of making the change.

The enactment of this statute may be said to mark the end of the second formative period in the development of the court. The five years between 1910 and 1915 brought about great changes: the consolidation of the courts as a whole; the opening of new parts in Queen's, Richmond and the Bronx; the creation of a probation system; the assignment of special justices, and finally the establishment of the court as a separate entity. It can be justly said that it is due to the creative work carried on during this second period that the court has re-organized on its present basis and that it has been invested, at the opening of this new era, with full power and responsibility for all of its actions as well as with full opportunity for achievement and progress.

THE NEW CHILDREN'S COURT—ITS COMPOSITION AND JURISDICTION.

Date of Organization:

By virtue of the Act above cited the new Children's Court came into being on the 1st day of July, 1915.

Appointment of Justices:

Pursuant to the provisions of that statute, the Mayor of the City of New York on that day appointed, as Justices of the Children's Court, five justices from the Court of Special Sessions and designated one of that number to act as Presiding Justice of the new court. The terms of service were arranged so that one would expire with each year, but after 1915 all appointments of Justices to the Children's Court have been, and will be, for a term of five years.

Assignment of Officials and Employees:

All officials and employees of the Court of Special Sessions serving in the various Children's Courts, or parts, on the 1st day of July, 1915, were transferred by the direction of the Statute of the new Children's Court and have continued since that date to serve as officials and members of the new organization.

New Offices Created:

During the past year and a half, the Board of Estimate and Apportionment and the Board of Aldermen have created a number of new positions and have authorized the appointment of the following new officials to carry out the provisions of the statute: A chief clerk, a chief probation officer (both of which positions were specifically created by statute referred to), one male and one female deputy chief probation officer, one senior probation officer, a secretary to the Presiding Justice, three physicians (for the mental examination of defective children), besides a number of new probation officers, stenographers and clerks.

THE NEW CLINIC FOR THE EXAMINATION OF MENTALLY DEFICIENT CHILDREN.

In 1913, an Act was passed by the Legislature providing for the appointment of three physicians to be attached to the Children's Court for the purpose of examining such children as might appear to be mentally deficient (Chap. 691, Laws of 1913). Pursuant to this act, the then Mayor of New York named three physicians, but it was held later on that these appointments should have been made after the holding of competitive civil service tests and that they were therefore void. A year later, these examinations were held and proper civil service lists were promulgated, but the entire matter was held up pending the consideration by the city authorities of a plan to establish some central city board for the purpose of dealing with the whole mental defective problem. During the past year, after several conferences of the city officials interested in this matter, it was determined that whatever plan should be ultimately adopted for the whole city it was highly advisable, in any event, to have these three appointments made for the Children's Court. Accordingly the Mayor, on the 19th day of December, 1916, appointed from the civil service list three physicians for this purpose, two men and one woman.

The establishment of this clinic is an event of the first importance to the Children's Court and will mark another milestone in its progress. Not only will it permit the court to have examinations of mentally defective children made more readily and conveniently than before but it will permit a far more intensive study to be made of the whole problem than was possible under former conditions.

In the new building, New York has now accommodation for a Children's Court which may well serve as a model for other cities and which is a physical embodiment of court ideals of the day. Unfortunately it is impossible for lack of space to describe in detail all of the facilities therein provided, but a few of its features are too important to be passed over without specific mention.

As it has been well said: "It is as sanitary as modern science can make it. It is large enough to accommodate the demands likely to be made on it. In it there will be no overcrowding, dirt and foul air which for years have seemed to be the necessary concomitants to the correction of delinquents."

Instead of having all those who are interested in various cases gathered together at one time in the court room, they are provided with a waiting place, a beautiful, large sunny room of white marble, where they remain until those interested in the case which is being heard are called into the court room itself. By this arrangement the child defendant is not subjected, during the trial, to the curious eyes of rows of strangers as in many other courts, and is thus saved the unnecessary shame of telling his or her story to any but those whom it concerns.

Attached and next to the waiting-room is a retiring or rest room furnished

with settees, chairs and all necessary facilities, designed primarily for the reception of mothers, invalids, and very young children. This room is in charge of a special woman attendant.

Downstairs there are rooms set apart for consultation and meetings between the children and the probation officers both for the purpose of making investigations and of reporting while on probation.

In various parts of the building there are accommodations for the probation department and clerical staff of the court, including a bureau of information on the ground floor.

The medical clinic and department for the examination of defective children, which has already been described, has rooms set apart for its use on the third floor of the building.

The Children's Court of New York City, unlike some other Juvenile Courts, does not provide for the detention of children over night or during periods of remand for investigation. All services of this kind are performed by the various Societies for the Prevention of Cruelty to Children in the Greater City. On the other hand, the court provides rooms for the detention of such children as remain in custody during the day, while their cases appear on its calendar for disposition.

For this purpose the court building contains large, sunny attractive rooms for both the boys and the girls which come under its care. In providing these accommodations the Board of Justices felt that they had fulfilled every possible requirement for the physical well-being of their charges.

On the other hand, they were not satisfied that the problem of interesting and directing the occupation of such children had been met in a satisfactory manner. Accordingly at the direction of the Board, the Presiding Justice appointed a committee consisting of representatives of the various volunteer agencies interested in the court and of the probation department, to consider this question. Suggestions were offered advising the appointment of a teacher from the Department of Education to conduct regular classes in the detention rooms, but on account of the great differences of age of the various children in custody and because their confinement was of such transitory nature the plan was not approved. In its place the committee has provided games, books and other diversions for all children. In addition sewing and embroidery lessons are given to the older girls during the few hours that they remain in the building, while a class has been arranged to occupy the attention of the boys along the lines of scout training, under the direction of a competent instructor. Map study, discussion of current events and story recitals have also been included. This plan, while it has only been in operation a short time, seems to be meeting with very great success.

Altogether, it can be said that the occupancy of this building has permitted the introduction of new methods and arrangements which will greatly increase the efficiency of the court's work. But the chief and most important of these is the new plan of dual hearings which has been instituted since the establishment of the new Children's Court.

This plan of procedure is entirely novel. It has been in operation for more than a year and the results obtained since its inauguration have been extremely satisfactory. Its introduction has apparently solved the problem of ideal court procedure, as far as New York is concerned at least, and the justices of the Children's Courts offer it as a model or standard not only for other Juvenile Courts but for the consideration of all tribunals where children, or less hardened offenders, are concerned.

Beginning with the first of January, 1916, a system was inaugurated of having two justices sit at the same time, with the result that twice as much consideration could be given by the judge to each than was possible under the old conditions. One of the worst features of the old Manhattan Court was the congestion of its business, and this, we trust, has been done away with completely. Under the new system we are using two rooms for the hearing of cases. The main court room, the larger of the two, is the place where all new cases, with a few possible exceptions, receive their first hearing. All continued cases, however, such as those put over for investigation and decision, as well as for probation, come before the judge in the smaller court-room, which is really a part of the justices' chambers. By having the two justices alternate, each day, it is possible for each case to come before the same judge. Thus, the judge who is assigned to hold court in the main room for the hearing of new cases on Mondays, Wednesdays and Fridays occupies the small court on Tuesdays, Thursdays and Saturdays for the purpose of considering his continued cases. The other justice simply reverses the schedule, holding his hearings for the new cases in the main court room on Tuesdays, Thursdays and Saturdays, and for his continued cases in the smaller room on Mondays, Wednesdays and Fridays. While the chief purpose of this plan is to provide facilities for operating two courts at the same time and to give more consideration to each hearing, it also has another purpose in view, which seems to improve the method of treatment in all cases and to secure the most effective and beneficial results.

The main court-room is not large; the judge's bench is simple, and the child and those interested are brought physically, very near the judge. The room is one of singular beauty and dignity. It cannot fail to impress all who enter. Here the judge who sits wears his gown. The formality of the proceedings carried on in this room is designed to be of a kindly sort, under no circumstances is the child in the least bit frightened, nor is anything done to suggest the likeness to a criminal trial. Even in this room the hearings are strictly private. But there is just that touch of solemnity to the whole proceeding which makes it plain to the child and its parents that they are before a court of tribunal whose decisions and advice must be respected and followed. The other room—the smaller court—is also architecturally fine. But there all formality is laid aside and the judge, sitting before a small table without his gown, meets the child, its parents, the probation officers or representatives directly interested, in a quiet, friendly, conference. In that room the case of the individual child is considered from every aspect and the judge acts as kindly adviser and endeavours to straighten out the tangles of each case in what he considers to be the wisest and most effective way.

The effect of this new method should be obvious. The first hearing in the main court-room, we believe, impresses the fact upon the child and its parents that the rights of the community must be respected; that each child, as well as his parents, owes an obligation to society which cannot be overlooked, and that in each case there must be considered not only the welfare of the child itself, but the effect of his act upon others. In the second hearing, because of its informality and intimacy, emphasis is laid upon these aspects of the case and the interest of the court in the individual is brought into even stronger relief.

There are, of course, many trivial cases which never require a second hearing and which are discharged once and for all in the main court-room. But all those needing investigation, such as for example, offences involving moral turpitude or neglect, are handled in the way which has been described.

Not for one moment should it be supposed that the court, even at the first hearing, assumes an unsympathetic attitude or overawes the child in anyway. The first hearing in the main court-room is in every way as private as those to follow. The same spirit and purpose prevail in both instances. But the arrangements of this building permit us, fortunately, to work out a balance in emphasizing the rights of the community and of the individual which is lacking in certain other courts.

That the court should be kindly and sympathetic goes without saying. That it must deal with each case individually and not collectively is also obvious. But we believe that it should never lose sight of the fact that every child is a part of the community as a whole, and that the court owed to both the child and the community the duty of maintaining its own self-respect and dignity.

In discussing the needs of the Children's Court, perhaps it is best to begin with the one part of administrative detail in which we feel that the court is insufficiently equipped, and that is our Probation Bureau.

We now have fifty-one probation officers, three deputies and one chief probation officer in the Children's Court, covering five counties. Although this number may seem fairly large at a glance, a thorough analysis of the situation shows that more are required. The average number of children to each officer, for supervision, is altogether too large for satisfactory service according to the opinions of the best experts in probation work. Some of our probation officers have over one hundred children under supervision, although to perform real and effective work an officer should not be required to look after more than fifty. But, in addition to that fact, there must be considered the necessity of lengthening the period of probation so that the best results may be obtained. For example, let us say that our average period of supervision of all cases is six months. Although a supervision of six months or even shorter time may suffice in many instances, it is probable that, as a general proposition, an average supervision period of a year would be preferable. Yet under existing circumstances that would be impossible unless our probation force should be doubled, for although one probation officer can handle one hundred cases for two six-months periods, he could only handle fifty for one year.

The results of the inauguration of the probation system have been most gratifying. In 1911, the year before any such officers had been accorded to the Children's Court, the commitments to various institutions were 3,682. In 1912, after the eighteen probation officers had been serving about eight months, the commitments were 3,650. In 1913, with an increase of probation officers, the commitments were 3,419. In 1914, with the same staff, the commitments were 3,505. In 1915, with an increase of probation officers, the commitments were 3,107. In 1916, with the same staff, the commitments were 2,893.

The steady decrease in the number of court commitments is, of course, not entirely due to the probation system alone. The greater number of hearings and its more intensive study of individual cases by the court itself, the co-operation of the volunteer societies and other social agencies, and the great extension of preventive work in the past few years contribute to solve and adjust difficult problem-cases without requiring commitments. But probably probation is the principal factor operating to reduce constantly the number of cases which used to be accorded institutional treatment in former years.

INCREASE IN NUMBER OF HEARINGS BY THE COURT.

Among the more important contributing factors in reducing the numbers of arraignments, if, indeed, it is not actually the most important one, is the careful scrutiny and intensive study which the Justices are now enabled to give, by reason of increased facilities, to each separate case. Through the instrumentality of the probation officers and the various private agencies co-operating in the Children's Court work they make an exhaustive inquiry into each and every case before making final disposition. Their patience and industry in this regard is made manifest by the fact that although there were 1,710 fewer children arraigned in 1916 than in the preceding year, there were, nevertheless, eleven more court hearings in 1916 than in 1915. Total hearings: 1915, 46,995; 1916, 47,006; increase 11.

In other words, an average of $3\frac{3}{4}$ hearings were accorded to every child arraigned in this court during 1916, with the result that the actual volume of business before the court was in excess of the previous year.

The system of having children, while on probation for juvenile delinquency, report to probation office at court has been discontinued, and in its place, I have, with the unanimous approval of the Board of Justices, substituted the schools as reporting offices. We use the Principal's office in some schools and in others the offices of the District Supervisor of the Bureau of Attendance. These offices are located in convenient parts of the city and are easily accessible to the children on probation as well as to their parents. Under this arrangement we expect a greater degree of co-operation to manifest itself between the attendance officers of the Board of Education and our probation officers. I am deeply indebted to the Director of the Bureau of Attendance, his Chief Attendance Officer and to the school Principals for this valuable concession to the probation officers. Group reporting is a thing of the past in our court. Under the new plan but one officer is assigned to a reporting office on the same day, and but one-half of his probationers are allowed to visit there each week. The child reports to the officer one week and the officer visits him at his home the following week. This alternating system of visiting is continued during the probation period. School boys report in the afternoon and working boys in the evening, from 6 to 8 o'clock. If the officers were not so overburdened with active cases I would recommend the abolishment of the reporting system entirely for very little can be said in its favour. It is conducive to mechanical and unreliable probation work and in no way should be allowed to supplant home visiting.

INDETERMINATE PROBATION PERIODS.

In the Manhattan Court, at the suggestion of your Honour, and in the Brooklyn Court, with the approval of the Justice presiding therein, the experiment is being tried of placing children on probation for an indeterminate period, not inconsistent with or beyond the statutory provision. Briefly stated, the plan is as follows:

When the Justice places a child on probation for juvenile delinquency no date is fixed in advance for the termination of the probationary supervision. Within a period of between four and six weeks the probation officer submits his first report to the court, and if it is favourable, the child is not required to be in court on that date. The duration of the probation period is a matter of the future progress and condition of the child. The case record is inspected monthly by a Deputy

Chief Probation Officer, and if at any time during this period the child fails to make good or misbehaves in any way, the officer will bring him back before the court as often as may be necessary, either for the purpose of admonishment by the Justice or for a consideration of the question of his commitment.

When, in the opinion of the probation officer, the time has arrived for the discharge of the child, the case is presented to the Chief or Deputy Chief Probation Officer for advice, and if approved of by the supervisor, the case is placed on the calendar for review and disposition by the Justice who placed the child on probation. When this report is submitted the child is requested to appear before the Justice, in chambers, after school hours, and for the convenience of working children evening probation sessions will be held. Though this system has every indication of success, the plan has not been in effect long enough to report any definite conclusions as to the advisability of recommending an extension of the system. The greatest obstacle in the way of attempting any degree of perfection in probation work is the over-crowding of probation officers with an impossible number of cases. All preliminary investigations ordered by the court, in cases of juvenile delinquency, are now made by our probation officers. The time allowed to do this work is necessarily brief, particularly so if the child is remanded during the investigation. It is of vital importance that these investigations be properly made and we are endeavouring to have the officers make them, not with a view of establishing the guilt or innocence of the child, but of reporting all facts which may be of aid to the court in correcting conditions responsible for his appearance in court and that the investigation be carried far enough at the outset to make a tentative plan for the child's future welfare.

The probationary treatment of a child in our court does not merely consist of a system of reports, but is a constructive programme of family rehabilitation. We do not treat the child as an isolated person and overlook the other members of his family; nor do we neglect to give serious attention towards improving their social and material environment. All of this means an expenditure of a great deal of time, and it is almost impossible to maintain a high standard of efficient probation service if we compel the officers to supervise over fifty families at any one period. Despite the large number of cases our officers are carrying I doubt if in any Children's Court of the country there is a more intelligent and energetic effort expended by probation officers towards those in their charge than is exemplified by the probation staff of our court, and it is my earnest desire that this standard always be maintained. This, however, will be met with some difficulty unless the present staff is somewhat enlarged.

APPENDIX O.

THE STANDARD OF CHILDREN'S COURT WORK.

GEORGE EVERSON,

Executive Secretary, Committee on Criminal Courts, Charity Organization Society,
New York City.

I remember once when a boy in the country how close my brother and I came to being taken to the county jail because we threw mud at the mail box of an old woman who came under the ban of our boyhood dislike. We would have gone to jail if my father had not bought the old woman off. This was typical of what might have happened to any child in the country at that time if he transgressed the laws of the land.

The old standard of justice to children could be summed up as follows: The criminal law was there. Children had broken it. They were therefore criminals and must be treated as such. If they are herded in with strumpets, thieves and pickpockets in the morning's catch to be tried before the magistrate it was done because that was the way criminals should be handled. These children were criminals, therefore we must treat them thus. The sacred shell of custom had hardened around our treatment of delinquents. It demanded an eye for an eye—a punishment for an offence—no matter if a life were ruined or a soul blasted in the process. People shook their heads solemnly and maybe they quoted scripture and it never once occurred to them to use Christian common sense.

To-day it is unthinkable in our cities at least that a child should be sent to jail. Any magistrate or justice in the Children's Court guilty of such a commitment would call down upon his head such public protest as would effectively bring an end to his official career.

It was only about fifteen years ago that this change in the treatment of delinquent children came about in the public mind. As by common consent in the various parts of the country efforts sprang up to establish Children's Courts separate from those in which adult criminals were tried. It is difficult to say where the first Children's Court was organized. The New York Children's Court was established in a building separate from the adult courts in 1902. The Children's Courts in Chicago, Boston, and in some other cities either ante-dated this court or followed immediately after.

The first essential for a Children's Court is that it be entirely separate from adult courts.

In New York City the children's cases were originally tried in the Court of Special Sessions in the same room in which adult criminals were brought. In 1902 the children's court was made a separate part of the Court of Special Sessions and children's trials were heard in a separate building. However, the same judges who tried adult criminals still sat in the Children's Court, and the Children's Court was under the administrative control of the adult courts. In 1912 special judges were assigned exclusively to Children's Court work. In 1915 through legislation fathered by the Committee on Criminal Courts the Juvenile Court was made a separate division under the control of five justices appointed by the mayor to the Children's Court bench. By this law the Children's Court is made its own master, responsible only to the five justices who hear only cases of children. It

would be difficult to measure the vast improvement in the handling of the work in the Children's Court brought about by this change.

Other courts that have achieved the same or broader independence have experienced the same change for the better.

The second essential for an effective Children's Court is largely dependent upon the first. This is the establishment of a method of court administration best suited to save rather than punish the child delinquent. The point of view of the Children's Courts must be entirely different from the attitude taken relative to adult, hardened criminals. This point of view is well summed up in the New York Penal Code, where it is stated that children are not to be convicted of crime but are to be adjudged delinquent children in need of the care and protection of the state.

These two fundamental principles, a separate Children's Court and a method of court administration best suited to save the child delinquent, imply the development of an entirely new standard of work and methods of dealing with children.

Let us outline some of the standards that are definitely established.

The first and perhaps the most essential step is the formation of a consistent, judicial policy by a trained judge who has been especially assigned to handle children's cases and children's cases alone. This has been done in the courts of the larger cities.

Judge Hoyt, the presiding justice of the New York Children's Court, perhaps the best and most thoroughly informed Children's Court justice in the United States, has served in the New York Children's Court for nine years, though during the first four years he had only part time assigned to children's court work. Judge Wilkin of the Brooklyn court has served fourteen years. Some of our cities have not been so fortunate. Politics have entered in to make the tenure of office of justices uncertain. This is particularly true where justices are elective rather than appointive.

When a delinquent is brought to the Children's Court it is not the business of the judge to bring down upon his head the wrath of the community in the form of revenge with the idea to expiate the offence.

The child before the judge may be a little tough, bad as a boy or girl can be, but that is no reason why he should be punished instead of saved. The best standards demand the courts seek a way to start the child back toward normal childhood life. This cannot be done wisely unless the court has before it all of the facts and circumstances that have led to delinquency and a knowledge of the environmental, family and individual life, that have an influence for the worst or that may be used as a potent force for the better. It is essential that the court be provided with means of finding out these facts. In Children's Court parlance there is need of a preliminary investigation.

An effective standard of work along this line was first developed by the Chicago court under Henry W. Thurston, who was the first chief probation officer of that court. In the Chicago and New York Children's Courts and in practically all of the well established courts a preliminary investigation is made in every case of grave delinquency and in every serious case of parental neglect. The courts by long experience have learned what are the most essential facts for the judge to have. The probation department is responsible for making all of these preliminary investigations. With all of the possible knowledge obtainable before him the judge is able to make a sensible, kindly and sound disposition of the case.

It is often found essential to detain the child in the custody of the court while such investigation is being made. It is frequently necessary to detain children for a short time before the case is heard at all. It is therefore necessary to provide a proper place of detention for children awaiting the decision of the courts. Many cities and smaller communities have provided their courts with proper detention homes constructed along most enlightened lines. For the larger cities the Chicago Detention home stands out prominently. The detention home presided over by Mrs. West at Memphis, Tennessee, has much that is ideal in arrangement for small cities and communities. The detention home in Newark, New Jersey, is the newest and perhaps the most complete of all. In this place of detention, while the probation officer is out in the field finding out the essential facts regarding the environment and family conditions, the physician and psychologist are doing their part. Here proper physical examination is made and a measure of the child's mental capacity is taken, particularly if there is any doubt as to the child's normality. This, of course, has entailed the establishment of a clinic, but this clinic is not necessarily elaborate. Where funds are not provided for paid physicians volunteer service is generally obtained.

After all the preliminary work has been done, and the child is again brought before the court for final disposition, the judge's hands are tied unless adequate means are at his disposal for bringing the child back to normal living. First and most important among these is a trained, devoted and intelligent staff of probation officers to exercise supervision over children who can possibly be brought back to a wholesome life without resort to institutional commitment.

Chicago has a staff of seventy probation officers attached to the Children's Court. New York has sixty.

The Children's Court must be housed in a building properly equipped for the business in hand. The new Children's Court building for Manhattan in New York City is perhaps the best and most thoroughly equipped of any. It was dedicated about two years ago. It has an air of substantial wholesomeness and conveys to those who frequent it a feeling of the dignity and kindness of justice. There are pleasant, sunny, sanitary rooms for the detention of children during the day while waiting the court's action. There is a nursery for the smaller children and a rest room for the distracted mothers who often become hysterical and need a place in which to be alone and quiet. Provision is made for a waiting room separate from the court room where people having business with the court can wait until their cases are called. The court room itself is small and in so far as is compatible with public policy the general public is excluded and only those directly interested in the case in hand are allowed in the court room itself. This is necessary to protect the children from unnecessary shame in some cases and to prevent the satisfaction of brazen pride in others that is occasioned by a baldly public hearing.

Proper quarters are provided for the probation department. There is an adequate complaint room and rooms for the clerical staff of the court and for the proper filing of records.

After the Children's Court is well started there is no other public activity which receives more attention from kindly disposed members of the community. The spectacle of a delinquent child arraigned before the bar of justice has a universal and telling appeal to the kind-hearted, and often even to those whom we consider to be hard-hearted. As a result in every Children's Court there appear many groups of volunteer workers and many individuals who want to help. Unfortunately, the zeal to do good and to be kind to those in misfortune many

times brings with it a sort of dogmatism or stubbornness and as a general thing these volunteers all have their particular ways of doing things. Their zeal to help often leads them to think that anyone who opposes them in method is working against the interest of those whom they are trying to help. Therefore unless the status of the volunteer worker is pretty well established, and unless the judge and the probation officers exercise the greatest amount of tact, friction is bound to result. The kindly disposed person becomes suspicious of that one and there is often danger of all of them feeling that the court is not accepting their help with the grace that it should.

The work of these volunteers is essential to the proper development of the court and its relation to the community and to the salvation of the children who come to the court. The court needs them and must have their help. The question then is how best to use their services. In the well-organized court the status of the volunteer worker is pretty well fixed. Here the standard of work requires that the court must have the authority in the plan for reformation. The probation officer as the representative of the court must be the responsible person and the volunteer workers must co-operate with the probation officer. It therefore becomes the duty of the probation officers to use the help of the volunteer workers in every possible way in forming the plan for handling the case and in carrying out this plan once it is decided upon. Furthermore, the volume of the business of the court often requires the probation officer to relinquish supervision over children before the process of rehabilitation is complete. When the probation officer thus relinquishes supervision the volunteer must step in and take responsibility. In New York City this follow-up-work is the principal field of activity of the Big Brothers and Big Sisters in their work with the court.

Not only does the Children's Court and its probation department find it necessary to co-operate with volunteer workers, but it is essential to their work that they enlist all the organized agencies of the community to help them in preventive and constructive work. First among these agencies are the schools. No good probation work can be done with a child in school unless, as in the case in New York, the probation officer has the confidence and active help of the child's teacher and of the school principal. The best standard of work is reached where from time to time conferences of school teachers and probation officers are held.

The infinite patience of some of our courts and their probation officers in their help of the stumbling, erring, misguided children recalls to our minds the injunction of the Great Master of love and helpfulness, when asked how many times we should forgive, replied: "Seventy times seven." In the life of each child there are an infinite number of different influences that must be studied and worked with and overcome. The best standard of Children's Court work recognizes these individual differences, studies them and treats each case as a special charge to be worked with in a special way. Among the children who come before the courts each has a personality for development or for ruin. It takes patience, persistence, sympathy and kindly helpfulness to make the best of the misguided life. It requires the best thought of all of us to in any way approach a proper standard for Children's Court work that will make the most of the infinite possibilities that are found in the lives of the children that are placed in the custody of the court.

APPENDIX P.

THE RIGHT TO MARRY.*

WHAT CAN A DEMOCRATIC CIVILIZATION DO ABOUT HEREDITY AND CHILD WELFARE?

BY ADOLF MEYER, M.D.,

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The problem of heredity and the child resolves itself into two primary questions: that of marriage and prospective progeny, and that of the care of the child that is already alive.

Space forces me to limit myself to a very brief discussion of facts which it would take hours to master and to give my consideration mainly to the question, What is to be done about it all? What makes it worth while to give these matters the attention that we investigators bestow on them and that we bespeak from the intelligent and thinking public?

Every human being is the product of the fertilization of an ovum, the product of but two of the millions of generative cells of two parents. A little consideration shows that an act of fertilization leads necessarily to but one out of thousands of possible combinations. Hence the plain obligation of the parents to keep themselves constantly healthy and in good general condition.

We all recognize the fact of heredity in the resemblance in features, function and make-up, to the one or the other parent, or possibly to a grandparent or aunt or uncle, but we also know that new results will spring up in every new child owing to the inevitable individuality of every new combination.

The most vital and distinguishing features of the new bud no doubt lie in the indubitably hereditary equipment containing the factors which the parents themselves acquired from their ancestors. The further individual fate depends on individual growth and its opportunities of function and of training and associations, which lead to features not considered inheritable.

What we speak of as heredity in the sense of influence of the parent on the constitution of the child, is oftenest the sum of three factors: (1) genuine heredity, that which comes with the germ cells and is itself inherited—a property of the chromosomes: (2) early growth and nutrition: (3) early training and habit-formation.

It is impossible to separate these three factors in man very clearly, owing to the long periods of gestation and infancy during which the nutrition and training problems are combined. There is, however, at times a fourth factor, more like true heredity; *i.e.*, germ damage at the time of conception, by alcohol, febrile disease and the like; or by temporary subnormalities of the parent, producing an inferiority of the stock, different from the transmission of "acquired characters." In other words, the germ plasm can be damaged permanently or for many generations by poisoning the germ cells; whereas individual injuries or experiences do not influence the stock.

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For such discussion as ours, the field may be divided into two parts: First, Who is entitled to progeny and who should be considered as unfit, and what can democratic civilization do about it? Second, What advice should be given to, and heeded by, those who have children, but who realize that their progeny do not enjoy an untainted stock?

First, Who is entitled to progeny? We pride ourselves on living under the sign of a generally and freely voiced responsibility to be well ourselves and to enter upon parenthood only when there is a fair chance of giving reasonable health to the child. There may be persons who do not care and who live blindly by instinct and tradition. There are, however, many who do some thinking and feel under obligations to use their intelligence in matters of parenthood. No parent to-day would consider it right to give origin to a child during sickness, nor during intoxication, nor in such rapid succession as to exhaust the mother and to make her unfit to be what she ought to be to a child. And we claim that some persons should not marry at all and others only into stock distinctly better than their own.

To give a concrete picture of actual problems, I have had put together the material of four inter-related family-groups in some of our school districts. These families are represented at the public school by 35 children, 14 of whom were found to be defective. These families were studied as wholes (about 522 persons) and then specially, the 104 children that constitute the products of 24 matings and among whom are the 35 children in the public schools studied.

It was deemed best to group the children according to whether both parents were normal, or only one or both abnormal. The parents of the first group thus are normal, or at least afflicted only by characteristics which are acquired by association, *i.e.*, likely to be the product of nurture rather than of nature. Thus we gave alcoholism and looseness of sex life the benefit of doubt, as a condition not necessarily denoting abnormal stock, but apt to be the product of unfavourable environment.

With this understanding, we found eleven matings to be those of practically normal parents; in four of these matings both parents were, however, tainted with defect—that is, having in the family cases of mental disorder or defect referable to stock and individual make-up, rather than to external causes, such as injuries. These parents show one or two defectives among their progeny, besides from three to six normal children. In the other seven matings of normal parents, of whom but one was tainted, the result was correspondingly better. In other words, it is not enough that both parents be relatively normal; but if an individual be tainted by heredity, he or she should guard against marriage with another tainted individual.

In a second group of nine matings, one parent was actually defective. Those married to normal but tainted persons produced about equal numbers of normal and defective children; whereas the six defectives married to non-tainted persons produced two defective, six uncertain and fifteen normal children. Here, again, a tainted person aggravates bad parentage; a non-tainted mate reduces the risk.

The third group of matings consists of four matings where both parents were defective. The result was 21 defective, one sex offender, four uncertain and one normal. In other words, prohibition of these matings would have meant the loss of but one normal person against the prevention of over 21 defectives.

As far as we know, the great-grandparents of these families, who years ago moved into the neighbourhood studied, were practically normal people, but through unfortunate cumulative matings, ignoring combinations of taint, the result described above has been obtained.

What holds for such defects as imbecility and epilepsy holds also for a number of other mental and nervous and other diseases, only there is fortunately not the same inheritance of an actual condition but usually only of a disposition to abnormality.

We are, of course, concerned here mainly with the question of preventing further cumulative mischief by reaching the proper persons with our advice as to marriage or non-marriage.

Attempts have been made of late years to regulate this problem by legislation. The great question, is: Who is to decide? A certificate exacted from a physician for two or three dollars, as was advocated in Wisconsin? Or the good sense of the community? Or a free and sensible collaboration of the responsible parties, the good sense and good will of the community, and, when needed, the help of the expert physician.

These are days of leagues of personal freedom and leagues of medical freedom and leagues protecting the privilege to get drunk and to get sick and to make others sick whenever and however you please. The worst enemy man has is his own unbridled passion and unbridled craving; and it is unbridled craving and childish fear of interference which under the glamour of freedom keep us all the more strongly in bondage. Opposed to those there may be regulation leagues; but as intermediaries, we want at least to be sure to cultivate plain good sense and a fair chance to get and use it.

A careful student of the literature and of the facts of eugenics realizes the complexity of the problem and the reason why we should be cautious about pushing everything to the point of legislative regulation. It is in the interest of civilization to provide principles and customs rather than laws, and to give the plain sense of the individual a chance to develop and to become effective. Give the people the facts and some help to think and the right source of advice, and there will surely be results.

Where matters are not so simple as in the case of plainly defective mentality, I urged in an address some time ago the following principle with regard to reasonable standards of the right to marry on the part of those not free from taint; we can do justice to the individual as well as to the race by making some practical conditions for such individuals to marry and have children; that is, if they can feel and give to their own senses and conscience (and I might add under the effects of three weeks' open consideration of marriage) reasonable assurances of giving a family of four children a wholesome, healthy environment and education, then even tainted persons might be allowed to marry, especially into untainted stock. If any unfavourable heredity should crop out, it would be highly probable that healthy and capable brothers and sisters would be able to assure the protection and care of the problematic abnormal individual. This excludes the marriage of imbeciles and of many psychopaths.

In this present stage of development, eugenics has no right to attempt to enforce a stronger negative policy than this. If it does so, it runs the risk of depriving the race of individuals who would be a benefit to it. I certainly should **not like to miss some of the brothers and sisters** of certain of my patients from this globe, nor even a good many of the actual patients themselves.

I am tempted to emphasize the fact that those who have had trouble and conquered have often been the most helpful and effective pioneers and the most thoughtful agents of constructive reform. We need persons willing to struggle, and able to struggle. We must strive to avoid wanton disaster; but we must also

trust our ability to save good traits and to provide, against any possible mishap, such improvements of our marriage standards that the undesirable traits may be bred out as often as they used to be bred in.

Somehow, I cannot be a fatalist, I am, therefore, very cautious about the advice to suppress nature's promptings for progeny unless I consider the mating double-charged and the parents unfit to create a home.

What might a helpful civilization do toward preventing such disaster as is represented by the school children mentioned earlier? The first help is protection of the foolish against playing with the holiest of all sacraments—with marriage.

Under the heading of personal freedom we indulge in this country in the acceptance of common-law marriage, and marriage on marriage licenses which are, as far as I know, mere farce, since they evidently can be obtained without any guarantee of control. The clerk can insist on forms and on a fee, but cannot guarantee controlled facts. The statements are made on oath, but I have not heard of any prosecution for perjury on the part of the state. Licenses without a provision of control have no sense.

Why not provide methods which would make control and advice at least possible? Personally, I grew up as one of a people (the Swiss) which has had a republican form of government since the year 1291—a time preceding the discovery of this continent by 200 years, and antedating the Declaration of Independence by 485 years. In that country which certainly does not foster paternalism and disregard of personal rights, no marriage license is valid that has not been posted for three weeks by the civil authorities and published in the papers. Runaway matches and marrying parsons have no place under such conditions.

Is it asking too much in Uncle Sam's type of free country to have the sense of the people roused so that they prefer to have their personal freedom guided by three weeks of calm consideration rather than by the mere passion of a moment and false romanticism? In the families cited above, there were one girl and one boy married at fifteen years, the boy's being a decidedly unsatisfactory marriage.

Or if, in so critical a period as the consideration of marriage, we should have no confidence in our families and neighbours and in their good sense and good will, why should we not, in the ceremony itself, put the proper emphasis on the real issue of marriage? Why not replace the much discussed question of obedience by the question, put to both parties to the life contract: Do you want this man (or this woman) and no other to be the father (or mother) of your children?

Not until some question, as pointed as this, is in all cases expected and squarely answered as a matter of general and frank concern as soon as marriage is considered, will the rank and file of people realize the needed obligation to deal fairly with the problem of health and parental responsibility before the knot is tied. Let it be a legitimate and obligatory question and more couples will give some serious thought to what is often enough passed over because of false prudery or for lack of sense of responsibility.

Now the other point: Do not let us obscure the issue by encouraging intentionally childless marriage. The more I see of childless marriages, the more I feel their intrinsic wrong. Nine times out of ten they mean that one of the partners is exploited and condemned to forced sterility and stolen away from less selfish compacts of life. How are you going to help that? By the community's undertaking to make possible a greater measure of economic security among all classes, through sickness insurance, through the provision of medical care and of vocational training, and by practical demonstration in the schools of the way in

which the economic problems can be faced and family life made possible on a limited income.

My second problem is: What is the duty of those who have become parents but with hereditary taint?

Nobody can have absolute guaranty of healthy progeny. All parents need a good dose of preparedness to accept whatever fate may bring in their children. The progress of the world has done much to guide us if we are wise, and, fortunately, on the constructive side as well as on the preventive. Let us not forget that those who may have tainted stock and some cause for worry may be able to make good and render valuable service to all. Those forewarned are more likely to be thoughtful about the child than those who play Ostrich and make it their practical and even religious duty to be blind to the great facts of experience and when the forewarned improve the chances of their own children, it will be for the good of all.

As far as the child itself is concerned, give it a chance to grow and develop naturally, and consider it a duty to protect this growth and to guide rather than force it. Few realize what a hell a child's life must be when it is continually cut into by the whims and momentary or untimely good intentions, and peremptory expectations of adults. Heed the many sensible suggestions which are available in such valuable documents as the publications of The National Committee for Mental Hygiene and the Federal Children's Bureau.

I want to limit my special advice to tainted parents to two points: First, Do not allow yourselves to cultivate any sensitiveness about learning the facts and facing the facts about your children. Do not assume an attitude of defence or offence when anyone gives you the helpful truth. You need not talk to everybody about your grief or fears, but do not let your own false pride or conceit stand in the way of helping yourself and the child by means of proper advice. When you see that your own resources fail, why not go over the trouble with someone who knows more about it? Why not hand over a difficult child for a time to a trained person, school or an institution, and why not be willing to take a few lessons in child management.

When you are in doubt, it should become less and less difficult to find a medical and an educational adviser with whom you are willing to work out a careful record of the assets and of the difficulties, and of the failures and the successes of various plans tried so far. You can then expect to guide your children toward what may be best for them at that time. It is in this connection that I should like to urge you to expect ever-improving services from our schools.

Our schools must become the places where the first attempts at grading and at standardization for life should be started. Civilization is not one simple scheme and rule, but depends on a wonderful co-ordination of the safe knowledge and wisdom of generations on a wide range of human needs. Among other things real civilization includes a public morality and public spirit which looks upon schools not as a part of a system of political favouritism and exploitation, but as one means of bringing order into community life, of training and trying-out the child in the capacities of social behaviour, and of learning and working under impartial standards.

The proper collaboration of home and school is less and less vitiated by false ideals of freedom and false fears of meddling. Parents are perhaps still too ready to consider their parental feelings hurt and to withdraw the child from school when they are tempted to attribute lack of progress to the teaching or to

the school. Instead of having the matter looked into by a competent and impartial inquirer, the parents and the child still are too apt to rule the situation and to blunder.

I know of parents belonging to the intellectual aristocracy who would not let their child be given a Binet-Simon test. They do not want to know the facts and prefer to be led by sentiment alone. Children who become inefficient at one school are apt to be sent to another or to work; whereas it would be in the interest of the community and the children if they were standardized and advised and taught to be respectable members of the community on their own level.

Bureaus issuing labour permits may do excellent work on this point. If a child has the misfortune of being defective, there are still some ways to be effective. To be helped to bring these effective ways to the front and to find one's level is better than being forced by foolish parents to live on bluff. In these defectives we can also train ideals and conscience and can give them satisfactions adapted to them, instead of letting them out-marry the marriageable and out-multiply the fit.

I am skeptical about the possibility of general segregation of all those who are defective and dangerous because they are apt to reproduce their kind. We can increase our training schools and colonies but slowly, in keeping with the growth of the confidence of the people. But if we have compulsory school attendance and compulsory standardizing at school, we can certainly learn to help more persons find their sphere or level in life. This does not mean branding the child; it does mean helping him to find a sphere in which he can attain his best level in perfect respectability.

Any civilization can offer jobs to the strong worker; it takes a well-organized civilization to take care of those less favoured, and to give them a life of satisfaction without jeopardy to good sense and rational freedom.

The second point of my advice to tainted parents is but an extension of this point: Train yourselves and your children to look upon physicians and hospitals and trainers as constructive rather than corrective agencies.

The most difficult cases to help are those who distrust hospital and physician and adviser, we may say, constitutionally. Familiarize yourselves with what hospitals and training schools are doing so that you may feel ready to accept their help when you need it; and inculcate in the young the right attitude toward the resources our civilization offers us.

You have little idea how many people believe training schools and mental hospitals are for what they call "the really insane" or "defective" of other families, but their own children or friends are certainly not of that class. What do people know of "classes?"

We have recently read much about a poor girl who was kept at home in a small isolated room for years, supposedly because the parents did not think of taking her to a state hospital. Need we be surprised at such ignorance as long as an interested social worker, who had been informed of our conclusion that the patient in question should be given the benefit of one of our state institutions, writes as follows:

"I am at a loss to know what is the best course to pursue in this matter. I fully appreciate that you have done all you could but I am anxious that nothing be spared that will possibly help this poor unfortunate girl. From a physician's point of view, would you advise further hospital treatment outside of an insane

asylum? So long as she is perfectly harmless, would she stand a better chance in a medical hospital for a while longer, if we could place her?

What does this helper of the public think of what she calls an "insane asylum?" Does she not know that our state hospitals are medical hospitals, intended to help the most hopeful and the most difficult alike and with the best medical means and judgment?

Go and teach yourselves and your children and your neighbours the fact that when anyone gets nervous and unequal to the difficulties of life, we have in our midst dispensaries and hospitals to help us on to the right track, hospitals serving as asylums for those for whom the community offers too little protection, but at the same time hospitals from which fully twenty per cent. may readily come out better entitled to be called normal than if they had missed the opportunities offered by our states, and from which many apparently hopeless wrecks emerge with a gain worthy of our open gratitude instead of our frequent desire to hide the facts and to swell the false traditions of stigma, the absurd relic of fear and superstition.

If I felt that I had to conceal the fact that my own mother had two attacks of melancholia from which she recovered, I should thereby tacitly corroborate the false efforts at concealment of many others who could not conceal the fact of mental diseases in their family if they tried. Why am I able to speak freely to my own progeny about it? Because I have a conviction based on experience and on facts that many a mental disorder is much less ignominious than more than fifty per cent. of the other diseases for which people have to get treatment; that many a nervous or mental disorder is the result of struggling honestly but unwisely; that many a former patient becomes a wiser element of the community when restored than the luckier, possible thoughtless, fellow.

If there is some hereditary taint which causes you apprehension, try to prepare your offspring to live all the more wisely and to make themselves worthy of the healthiest mates. What we call insanity in a family must not be a wholesale warning against marriage. It means greater care in education and more appreciation of truly healthy strains and then either fitness to become attractive to the untainted or a choice of a life of usefulness outside of marriage.

After all, what we need most is to teach the child to wish to be well and to love the healthy. Love is very justly nature's and mankind's ablest matrimonial agent. Love plays many pranks and is said to be blind; but love, like any other capacity, can be made to grow better or worse. It certainly is taught badly or indifferently or wisely, through the way the parents love each other and through the ideals implanted in the child.

Let me state once more the main points of my appeal:

1. Help me in fighting the foolish game of trying to conceal the facts of heredity and of catering to the cruel notions of stigma. A man or woman is primarily what he or she is, or can do, and the knowledge of heredity will help in guiding the understanding or management of inborn traits. All this secrecy about heredity only means that other people cannot mention the facts to your face, but behind your back will talk of the skeleton in your closet. By thinking more of the safety of this closet than of actual needs, you may cheat your own people out of their best chances of getting timely care in the beginning of any trouble, and throw at the same time a slur on hospitals and on other patients, and ultimately it will fall back with a vengeance on your own family.

2. Let us not indulge in vague notions about heredity. If you want facts, let someone work up your family records as we have worked up those described in this paper. It will not do to go to a physician and ask: What do you think of heredity? But you must say: I want somebody put on the job of getting my family record worked out; and then I want your advice on various questions. No physician should prostitute himself by giving his opinion without having the family studied properly.

3. The conclusions from heredity study cannot be codified in the form of legislation. We can, however, lead people to be more responsible and to do better thinking. My two suggestions are: Turn the marriage license again into something which calls for three weeks of sound and open thinking and which is worth more than a fee and an invitation to frequent perjury which the state tolerates, thus lowering the sacredness of an oath before an official. The second suggestion would be regarding the marriage ceremony. Have it understood that in this solemn hour you have to answer the question whether you have really chosen the person whom you want to be the father or mother of your children.

4. Let parents who know that their children may have a taint—a latent disposition or actual defect—find their compensation in the conviction that theirs is the burden of being specially mindful of the saner and sounder education of their children; and especially also a saner and sounder education in the question of what and whom and how to love. This is not a hopeless problem. It is the biggest and finest problem of humanity.

APPENDIX Q.

PRINCIPLES ADOPTED AS FOUNDATION FOR REPORT OF KING EDWARD'S ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

PRINCIPLES ADOPTED IN DEALING WITH THE PROBLEM OF THE MENTALLY DEFECTIVE.

19. Next, we should refer to the principles on which is based our suggested solution of the problem which has been submitted to us, and we would summarise the conclusions which we have adopted in the course of our Report.

(1) Our first principle is that persons who cannot take a part in the struggle of life owing to mental defect, whether they are described as lunatics or persons of unsound mind, idiots, imbeciles, feeble-minded or otherwise, should be afforded by the State such special protection as may be suited to their needs. We propose that this principle of special protection should be extended to all mentally defective persons. This extension is new to English law.

(2) Our next principle is that the mental condition of these persons, and neither their poverty nor their crime, is the real ground of their claim for help from the State. It follows that their aid and supervision should be undertaken by some powerful local authority who can ensure that they will receive it from other quarters or, failing this, will provide it themselves.

(3) Our third principle is that, if the mentally defective are to be properly considered and protected as such, it is necessary to ascertain who they are and where they are, and to bring them into relation with the local authority. This

should, we think, be done chiefly through the agency of the education authority and other public or quasi-public authorities without any undue invasion of the privacy of the family. This suggestion for ascertaining who are mentally defective is also new.

(4) Next we adopt the principle that the protection of the mentally defective person, whatever form it takes, should be continued so long as it is necessary for his good. This we consider desirable, not only in his interest, but also in the interest of the community. It follows that the State should have authority to segregate and to detain mentally defective persons under proper conditions and limitations, and on their behalf to compel the payment of contributions from relations who are able to pay for their support; or should itself provide such care and accommodation as may be necessary, either directly or through the local authority. This, subject to many variations and adjustments, is an extension to the whole class of the mentally defective of advantages now given to lunatics and idiots only.

(5) Further, in order to supervise local administration of this nature a central authority is indispensable. This will not only tend to produce efficiency, economy, and uniformity, but it will also provide safe-guards for the proper care of the mentally defective person. Thus, the central authority, which we would propose to call the Board of Control, becomes ultimately the general guardian of his person and is responsible for ensuring that his liberty is not unnecessarily curtailed by the local authority. The adoption of this principle also, in the case of the mentally defective generally, represents an extension to a new class of advantages now granted only to lunatics and idiots.

(6) Our next principle is that in regard to the protection of property all mentally defective persons should have like privileges. The protection of property now afforded to lunatics, idiots, and mentally infirm persons should therefore, we think, be extended to all mentally defective persons, and further, as this duty of protection in the case of these persons is akin to the duty of protection in the affairs of infants and wards, the same judicial authority should in our judgment be in charge of both the one and the other.

(7) Lastly, it is in our opinion essential that there should be the closest co-operation between judicial and administrative authorities.

The manner in which we have applied these principles in the course of our report is indicated in the following summary of its arguments and conclusions.

Summary of the Report showing briefly the proposed application of the above Principles.

20. In making this Report we have considered the position and needs of the mentally defective successively in relation to the several branches of administration with which they are chiefly brought into contact; and we have proceeded step by step in formulating the recommendations which we have made, as we have sifted and summarized the evidence which we have received in regard to each branch.

21. We have come to the conclusion that intervention in the case of mentally defective persons should be based as we have said, on the principle that such persons are suffering from mental incapacity rather than on the principle that they require aid as poor and destitute, and we have concluded that the provision made on their behalf should be organized on that understanding. And we have argued that for their sufficient treatment and supervision there should be one central authority, a "Board of Control," for the general protection and supervision

of all mentally defective persons and for the regulation of the provision made for their accommodation, and maintenance, care, treatment, education, training and control. We have further proposed that the local authority which should co-operate with this central authority should be a Statutory Committee of the Council of the County or County Borough for the care of the Mentally Defective. Part of the duties of the Education Committee of the Council would also be transferred. Subject to the approval of the Board of Control this authority would have power to contract for the accommodation of mentally defective persons with any Poor Law or other public authority, public or voluntary agency or private person.

22. We have next dealt with the special conditions of the provision which has been made for the care and maintenance of the mentally defective in London, and have pointed out the necessity of establishing a united and self-consistent administration; and we have recommended that a Statutory Committee of the London County Council for the care of the mentally defective should be the Committee of administration for the Metropolis, and that the functions of the Metropolitan Asylums Board, so far as they refer to the mentally defective, should be transferred to this Committee.

23. We have then discussed the education of the mentally defective in its chief bearings; and we have advocated a system of record and limited notification. We have also recommended that for the education and training of all mentally defective children the Board of Control, and the local authorities, represented by the Committees for the care of the mentally defective, should be responsible, subject to ample powers being given to these Committees to contract with the education authority for the supply of special schools and classes, or to take other suitable measures for their education. We have urged that the childhood and schooling of mentally defective children cannot rightly be treated apart from their after life, and that no age can be fixed in their case as separating school time from supervision and after-care. So far as it may be necessary, therefore, the supervision exercised over them by or on behalf of the local authority would be continuous; and both in the education and control of children it is proposed that many methods besides special classes or special homes should be adopted, such, for instance, as "colonies," family supervision and friendly guardianship and wardship till the age of twenty-one.

24. Passing to other administrative centres we have examined the state of the mentally defective who are in prisons, casual wards and common lodging houses, and we have considered much detailed evidence in regard to juvenile offenders and children in remand homes. We have shown how widespread and unanimous is the opinion that in many cases separation or detention is indispensable, if offences of certain kinds are not to be perpetually perpetuated by weak-minded offenders, and perpetually punished without effect. We have recommended that feeble-minded juvenile offenders should be most carefully examined by medical officers and dealt with in various ways; and that the procedure for the commitment of feeble-minded prisoners, their treatment, and the arrangements for their discharge should be entirely reformed.

25. We have shown to how large an extent habitual inebriates are mentally defective, and we have recommended that the care and control of mentally defective inebriates should be placed in the hands of the Board of Control and of the local authorities which would hereafter be responsible for the care of mentally defective persons generally.

26. We have discussed the question of criminal responsibility in relation to

mental defect and the methods of judicial procedure which are now in force in regard to lunatics, habitual drunkards and inebriates; and we have argued that in the case of persons who are charged with offences and are alleged to be mentally defective the principle should be adopted of keeping the question of the committal of the alleged offence separate from questions of the alleged mental defect, the relative irresponsibility of the offender and his appropriate treatment when charged with crime or convicted.

27.

28. Before considering in detail the formation of the proposed central authority, we have discussed shortly the causation of mental defect, and the number and the definition of the class of person for whom provision should be made or over whom supervision in some form is required. Under the general title of mentally defective persons, besides those who are already recognized as such legally, we have placed the other groups of persons who have not hitherto been recognized as such in law or have only been recognized partially. These groups include imbeciles, feeble-minded persons, moral imbeciles, and such inebriates, epileptics, deaf and dumb, and blind persons as are also mentally defective. For practical and administrative purposes we have defined each of these groups.

29.

30. To increase the resources at the disposal of local authorities for dealing with cases of mental defect and for reducing the pressure upon asylums we have recommended the erection of intermediate hospitals, the institution of large farm colonies as in America, the general establishment of observation and reception wards, and the use and notification of private homes for the treatment of "unconfirmed" cases. We have proposed also the adoption of family care and guardianship, either on the plan of the family colony in force on the continent or on the plan of "boarding out" in force in Scotland, organized in connection with the local authorities for the care of the mentally defective and under the inspection of the central authority. In cases in which persons ordered to be detained have to be removed to some temporary place of reception, we have recommended that reception houses or reception wards be used instead of the workhouses.

31. With a view to a simplification of the system of certification and the promotion of uniformity, we have recommended various changes. At the request of the relatives or where no relatives are forthcoming, for the purpose of making an urgency order or of obtaining a reception order on petition, we would allow the committee to authorize their medical officer or one of their medical officers to act on their behalf. We provide also for the appointment of certifying medical practitioners, who, being specially acquainted with this branch of work, would be likely to act on uniform lines.

32. In order to ensure that there be continuous control in many cases in which, owing to the lack of any proper care or supervision, such a control could not otherwise be provided in a satisfactory manner, we recommend the introduction of a system of wardship, on the lines of the Poor Law Act of 1899, so that the Committee for the Care of the Mentally Defective may by resolution vest in themselves the rights and powers of the parent until the mentally defective young person reaches the age of twenty-one; and, after the age of twenty-one, we recommend further proposals for continuous care where it is necessary.

33. The privileges in regard to the protection and management of property which were allowed to lunatics and to mentally infirm persons under the Lunacy Act of 1890 should, we recommend, be extended to all classes of mentally defective persons.

34. For the central administrative control of the work which we have now passed in review we have recommended that there be a Board of Control. This Board would be formed partly by a re-organization, partly by an enlargement of the present Lunacy Commission. It would deal with the whole class of mental defectives and could not, therefore, be properly designated a Lunacy Commission. It would consist of a certain proportion of qualified medical men who had an expert knowledge of the various classes of mental defect, and a certain proportion of legal members; for under the proposed scheme, in cases in which inquisition without a jury has to be made, a legal member of the Commission, assisted, if necessary, by a medical member of the Commission as assessor would undertake it. Also, appointed for a term of years, there would be honorary Commissioners specially qualified to assist the Board; and there would be a paid chairman. England and Wales would be divided into districts, and there would be at least eight assistant District Commissioners.

35. . . .

36. All these changes and proposals we have also considered from the point of view of economical management. We have submitted a rough estimate of the expenditure that may be incurred and we have suggested the apportionment of State aid by block grants on the lines proposed to the Royal Commission on Local Taxation by Lord Balfour of Burleigh, Sir Edward Hamilton and Sir George Murray; or as an alternative, by grants-in-aid to the extent of half the cost of maintenance and management to be made to local authorities on revised conditions. We have proposed also that building grants should be made to local authorities as suggested by the Royal Commission on Local Taxation in the case of lunatics.

37. Finally, after referring not only to the limited and experimental efforts which have been made in our country, but also to the information collected by our Commissioners who visited the United States of America, we have dealt in some detail with the needs of epileptics not mentally defective, and have recommended that the Board of Control be empowered to register, inspect and report on institutions or houses established for their care, and to regulate any institutions or houses in which accommodation may be provided partly for mentally defective persons and partly for epileptics not mentally defective, and that the committees for the care of the mentally defective be authorized to consider and deal with these cases, and to provide for them.

38. Throughout, we should add, we have endeavoured to follow and to develop existing lines of administration, and to utilize and extend existing agencies, and though, no doubt, we have proposed some very large modifications and some far-reaching changes in certain directions, we have sought to revise and to extend methods of procedure already in operation rather than to initiate what is entirely new to supplant what is relatively old.

APPENDIX R.

CONCLUSIONS OF THE MEMBERS OF KING EDWARD'S
ROYAL COMMISSION OF THE CARE AND CONTROL
OF THE FEEBLE-MINDED
UPON THEIR VISIT TO AMERICAN INSTITUTIONS.

CONCLUSIONS.

We may summarize the conclusions which our visit to the United States has enabled us to arrive at.

1. In America, as in England, feeble-minded* persons are to be found in the almshouses (Anglice workhouses), in the reformatories, in the prisons, and under temporary charitable care, and at large throughout the country in such numbers as to constitute a danger to the well-being of the nation.

2. The result of this is that in America as in England, the problem of how to deal comprehensively with the feeble-minded is agitating the thoughts of those who are concerned with the social conditions of the people, especially of those who are engaged in the administration of Poor Law, criminal jurisdiction, lunacy and vagrancy.

3. The necessity for action in the matter is accentuated by the fact that in most of the States the feeble-minded, even those of the lowest grade of idiocy, are not dealt with as lunatics. They are not certifiable as insane, nor are they eligible for admission into lunatic asylums or insane hospitals.

4. In most of the States which we visited the practical measures which have been adopted for solving this problem (except in connection with elementary schools) have been longer in action and are of a more advanced and more successful character than anything that has been attempted in our own country.

5. These measures, though now forming part of the State administration, owe their inception to the able and persistent efforts of a few individuals who, having established on a voluntary basis institutions for imbeciles, were enabled when the State came to their assistance, to so enlarge and develop those institutions as to render them suitable for providing for all grades of the feeble-minded upon a rational system.

6. The American institutions are thus the result of the practical experience of men who have made it their life's work to study this particular problem, and these institutions appear to us, in their methods of treatment, administration, and finance to be examples that, in many respects, may be imitated in our own country with great advantage.

7. We do not, however, wish to say that we think American institutions sufficient for all the requirements of the case. Their own administration would be the first to admit not only that their present organization is incapable of providing for more than a fraction of those who require care, but that they themselves are still working out improved methods by the light of past experience.

8. The principle which underlies American practice in this matter is that no person who is mentally deficient should be left without care and supervision. If

* The word "Feeble-minded" is used in America to denote all grades of mental defect except acquired insanity. It includes idiots and imbeciles. It is used in this sense throughout this report.

such care cannot be provided by the family the State undertakes the duty. This is justified on the grounds, firstly, that the community owes protection to its weakest members, and, secondly, that the community itself suffers by the irresponsible actions of the feeble-minded, who fall into dependence, destitution and crime, particularly in the case of women who are unable to defend themselves from the sexual dangers which beset them.

9. This particular phase of the problem, namely, the control of feeble-minded women of child-bearing age, has received much attention in the United States. We found this dealt with in two ways, by the provision of special institutions and by enactments prohibiting marriage. Of such institutions we visited two, the one at Newark in New York State, the other at Vineland in New Jersey. We found detained in them many women whose mental defect was slight, and were struck by the fact that these women were detained with ease and readily settled down to the institution life. At Newark, 25 per cent. of the inmates were women who had been brought before a magistrate on some charge and without being convicted by him had been committed to this institution as a proper place for their detention.

10. Most of the American institutions were started as schools for feeble-minded children under the idea which prevailed that a large number of these could be educated so as to be able to take their place in the world alongside of their normal brothers and sisters.

11. This idea has been modified by experience and now it is the opinion of those whom we consulted that it is only a very small fraction of the feeble-minded who can stand alone, however excellent their education may have been.

12. Two results flow from this. Firstly, although in some places the system of education still follows on the lines of that given in schools for normal children, in those institutions which appeared to us to be the most scientifically organized there is now a tendency to limit the instruction to such manual work as the feeble-minded are found able to perform, and as will afford them occupation and happiness as inmates of permanent working homes.

13. Secondly, the opinion has now become general that the provision of schools for feeble-minded children must be accompanied by permanent homes for adults. The present schools have become congested with adults who have grown up in the school and whom the managers have felt constrained to retain there for fear of the disasters which would have fallen upon the adolescent if turned adrift into the world.

14. Hence, those interested in the American institution have induced the State Legislature to allow of the establishment of departments or branches for adults into which they can draft the children who have passed school age, and also outside feeble-minded adult men and women whom the Poor Law or other public authority may think require protection of a home. Expert opinion condemns as ineffective and wasteful an institution which lacks a custodial department or colony or other annex for adults.

15. Contemporaneously with this movement the Americans have had to consider the question as to what powers of compulsory detention should be given to the managers of these institutions. On this subject we naturally discovered considerable difference of opinion. Some of the managers whom we interviewed were adverse to any such power being bestowed upon them. They argued—especially in regard to schools for the feeble-minded—that it is desirable there should be nothing to hinder parents from allowing their children to profit by the special education offered to them, and if they knew there was a possibility of their child being com-

pulsorily detained, parents would hesitate to run this risk and would hold aloof from the institutions.

16. On the other hand, most managers had had experience of cases in which it would have been of benefit to a child if there had been legal power to resist the demand for freedom made by it or on its behalf. We had instances mentioned to us in which the managers had been so convinced of this as to feel justified in defending actions of *habeas corpus*, and in one or two cases the courts of law had on grounds of public policy actually upheld the managers' decision to detain a feeble-minded person against his own or his family's wishes.

17. It is to be noted that as the inmates of feeble-minded institutions are paid for almost entirely by the State there is no inducement operating upon the Poor Law authorities to withdraw those whom they send there in order to relieve the local rates.

18. The preponderance of opinion was in favour of such power of detention being conferred on the managers, and in some states, this view has already been embodied in a statute by the Legislature giving authority to a judge to order the detention of a feeble-minded person under certain circumstances.

19. It should be noticed that so far as we have ascertained, the State Legislature have only conferred these specific powers of detention in respect to institutions which are supported by the State and controlled by managers appointed by the State, and in which therefore there is no risk of such powers being used for improper purposes.

20. We must, however, add that the general opinion of the American manager is that in homes for the feeble-minded power of detention is only needed on very rare occasions. The great majority of defectives have no desire to leave the protection and kindly care which are afforded to them in these institutions. Even in the case of Newark, the inmates of which are mostly women who have been led astray but whose mental deficiency in many cases was very slight, the attempts to escape are exceedingly rare, and this notwithstanding the fact that the grounds are unenclosed and there is therefore no physical difficulty in the way of an inmate leaving the premises.

21. In the State of Massachusetts the Legislature does not appear to have made any special enactments with reference to the detention of the feeble-minded. In this State, however, it is possible to take advantage of the ordinary law for seclusion of lunatics, inasmuch as there is no distinction in law between lunatics, idiots, and imbeciles. In Massachusetts a person of defective intellect can be certified as insane and committed to an institution for the feeble-minded under the same procedure as that adopted in lunacy.

22. Massachusetts differs from most of the states we visited in having adopted one System of State organization for all kinds of mental disorder. It has a State Board of insanity which is charged with the control of all institutions for lunatics, feeble-minded, epileptics, and inebriates, and which exercises extensive power of removing patients from one institution to another.

23. We mention this fact because in most of the states the control of lunatics is kept from that of other defectives and great importance appears to be attached to this distinction. For example, in New York State there are two distinct Government departments, the State Commission in Lunacy and the State Board of Charities. The former has the care of the lunatic asylum whilst the latter control the institutions for the feeble-minded and the epileptic. It may be advisable in practice to maintain a wide separation between persons suffering from curable

lunacy and congenital idiocy; but the union of organization as followed in Massachusetts and also in Pennsylvania appears to us to possess merit, as it facilitates governmental action and encourages scientific administration and classification; indeed, we doubt whether in the states where there are duplicate departments there is in effect any greater separation of these classes than there is under the direction of the single Board of Insanity in Massachusetts. In New York State we visited three ordinary lunatic asylums and one criminal lunatic asylum. In the former, cases of congenital mental defect were comparatively few; but in the latter we noted their presence in considerable numbers. This fact indicates the difficulty of separating congenital from acquired mental defect when dealing with prison cases.

24. The method of treatment followed by all the most successful of the American institutions, whether for lunatics or for feeble-minded, consists chiefly in developing to the utmost extent whatever faculty for working an inmate possesses, and it is remarkable how much labour the mentally afflicted are able to perform when wisely directed and constantly supervised. It is work alone which makes an institution for feeble-minded hopeful or indeed bearable either for the attendants or the patients. There are not, however, many branches of labour which the feeble-minded can perform. In the American institutions we found the inmates generally engaged in the trades of making or mending boots, tailoring and dressmaking, rough painting and carpentering, baking, washing, and farming. Of these the two last named industries are those to which most importance is attached. The laundry gives occupation to large numbers of the women, whilst the advantage of agricultural occupations for the men is so generally recognized that public money has been readily granted to the institutions we visited for the purchase of land and the extension of farming operations on a considerable scale. The cleaning, scrubbing, cooking, and indeed all the domestic duties in the homes were entrusted almost entirely to the inmates. In some cases the higher grade inmates attended to and looked after those of low grade with much care and assiduity. In short, occupation of some sort was provided for all, even if it were only training in balancing and walking, in tactual discrimination and other elements of self-help and usefulness.

25. Since the institutions have been placed under State management great efforts have been made to administer them on economical lines. Under the American system the managers and the superintendents are appointed by the State and are entrusted with the expenditure of a grant of money made annually by the State Legislature upon a budget presented by the managers and strictly checked by the financial department of the State. It is not usual to allow any expenditure by the managers to be met by borrowed money, and thus the cost of new buildings and enlargements has to be provided for out of the annual grant.

26. The result of this is that the managers do their utmost to make the money granted to them go as far as possible, and we found that in many instances they have succeeded in providing accommodation for the feeble-minded of a satisfactory character at a cost below anything we have known in our own country.

27. The total cost of land and buildings in the institutions for feeble-minded which we inspected varied from £90 per bed to £160. The cost of additional blocks or cottages was from £50 to £75 per bed. The weekly maintenance per inmate varied considerably. The lowest figure was 9s. 4d. In some instances the State allows as much as 18s. or 22s. for maintenance, but in these cases the managers have been able, out of savings in current expenditure, to add to the building or equipment of the institution. Taking into consideration the fact that prices in America exceed those in England, the foregoing figures may be regarded as satisfactory.

28. The low cost of erection of buildings in recent years is due to the opinion now held by the American managers that the feeble-minded do not require and are not benefited by anything like the elaborate accommodation provided for lunatics, and even in the lunatic asylums which we visited opinion was evidently ripening in favour of simpler and less costly arrangements. In the Farm Colony at Templeton, Massachusetts, the inmates were housed almost as modestly as the ordinary labourer would be on an ordinary farm, and the men and boys there seemed to be as contented and as healthy as any we had seen elsewhere, and to be doing remunerative work to an extent which, having regard to their low mental condition, was unique in the experience of any of us.

29. The cost of maintenance depends largely upon the number of attendants, and this must necessarily be considerable in all establishments for persons who cannot look after themselves. In the institutions which we saw the proportion between attendants and inmates varied between 1 to 7 and 1 to 9.

30. In most of the institutions the attempt is made to add to the financial resources by the product of the inmates' labour. There is no doubt that material assistance is afforded by this means, but, of course, as a large proportion of the feeble-minded can do but little effective work, in no case have we found that the aggregate returns have been sufficient to make the institution self-supporting.

31. Most of the institutions which we visited are what may be termed large institutions containing from 500 to 2,000 inmates. Notwithstanding this fact, we were favourably impressed with their suitability for the purposes for which they are established. In the best of the institutions, however, the present tendency is to house the inmates in separate cottages or blocks having accommodation for varying numbers. In some cases it is found best to erect a building for twenty-five inmates and two or three attendants. In others the distinct blocks contained 100 or 200 persons. By this means suitable accommodation could be given to suitable cases, and great scope for classification was afforded whilst preserving the advantages and economies secured by having one central administration for a large community.

32. The foregoing observations have reference solely to the homes for feeble-minded, as it is these that it was our prime duty to report upon. We visited, however, a large number of other institutions, such as lunatic asylums, prisons, reformatories, labour colonies, homes for epileptics, workhouses or almshouses, and residential and day schools, and with respect to some of these we may add the following observations.

33. As regards the lunatic asylums our general impression is that in America these are as a rule better designed and more cheaply built, and more successfully managed than are the majority of asylums in England.

34. It is noticeable that in America the word "asylum" is avoided. These institutions are termed "State Hospitals for the Insane," and the spirit which has prompted this nomenclature governs both the design and the administration. The best asylums which we visited partake more of the nature of a curative home than of a prison. They are not enclosed by walls or railings. A large proportion of the patients are allowed absolute freedom, and every attempt is made by providing recreation and useful employment to relieve or cure the patient. In some states the providing of work has been hampered by a prejudice that exists amongst the working-classes against permitting inmates of institutions to compete with outside labour, but, fortunately for these afflicted creatures, a wider and more generous view now appears to be obtaining, and under certain conditions the State Legislature encouraged this necessary development of the work.

35. In American asylums the proportion of medical men to the rest of the staff is generally higher than it is in the United Kingdom, and the scientific treatment of the insane is thus facilitated. The superintendent is usually a member of the medical profession, and he has very extensive powers entrusted to him. The asylums are administered by a committee of managers nominated by the Governor of the State and resident within reasonable distance of the asylum. The superintendent is responsible to this committee, but in practice he has a very large degree of personal authority in the establishment. The superintendents whom we saw gave us the impression of being men of high standing in their profession and possessing great knowledge of, and showing great devotion to, their work.

36. One fact which calls for remark in the organization of the State institutions in America is the share taken by women in the management of those institutions which receive women inmates. At Newark, the regulations laid down by the State of New York stipulated that the board of management should consist of nine persons, three of whom must be women. The resident medical officer in this institution was a woman. In several of the institutions for women we found a lady doctor on the medical staff, whilst the institution for feeble-minded women at Vineland, New Jersey, had a medical woman as superintendent, and three women on the board of management. Women superintendents and medical officers were also found in the State reformatories for women at Sherborne, Bedford, Albion and Hudson, and the superintendent of the City Schools for Feeble-minded and Idiot Children, New York, is a woman. We were told that public opinion in New York State was so pronounced on this subject that a law had been passed making it obligatory to have a woman medical officer on the staff of any State institution in which women lunatics were received.

37. We have already explained the financial system which regulates the State institutions, and have shown how the result has been to make managers and superintendents take every means to ensure economy in building and administration. We may mention, as an example of this, that the Legislature of the State of New York has in recent years laid it down that no building in an asylum is to cost more than £100 per bed. We did not find that this had been proved to be exactly feasible, but it has undoubtedly effected a very considerable curtailment in the estimates.

38. In connection with the subject of lunacy administration we must not omit to mention that in New York, Brooklyn, Albany and Chicago, we visited the pavilions or wards which have been erected for the reception of persons suffering from mental disturbance for the purpose of observation prior to committing them to an asylum. We were much impressed with the usefulness of these wards, which offer great facilities for the diagnosis of doubtful cases of insanity and feeble-mindedness, and thus simplify certification. The wards in New York, Albany, and Chicago were for observation only, the patients not being detained sufficiently long for curative purposes, but those in Albany were for curative as well as diagnosis purposes, and the patients in them were detained longer.

39. We visited three institutions specialized for the detention and treatment of epileptics. The most noteworthy fact we observed in them was the marked degree of mental enfeeblement of the majority of the inmates, in fact it may be said that the inmates of these epileptic institutions are as feeble-minded as those of the feeble-minded institutions proper. In New York State the separation of epileptics from the feeble-minded and the insane is carried to an extreme. There, if a feeble-minded or even an insane person is epileptic he technically ceases to be considered feeble-minded or insane but only epileptic. The Craig Epileptic Colony is an

instance of what a so-called colony for sane epileptics may develop into. It was started as a working colony for the sane, but has now become an asylum housing helpless low-grade imbeciles and idiots.

40. In almost all the almshouses which we visited we found mentally defective persons present. In some they were comparatively few, but in others they were to be seen in large numbers. When this was so the conclusion was forced upon us that the detention of such persons in such institutions is a cause of great discomfort to the sane inmates.

41. In the prisons we visited, and especially in the short sentence prisons, we came across mentally defective persons in considerable numbers. In one prison only did we see any special provision made for the prisoners of this class; it consisted in the segregation in one part of the prison and untasked labour. Our general observation in the prisons was that little official cognizance is taken of the existence of such a class of person. We did not find that much provision is made for the care or supervision of the feeble-minded persons after the expiry of their sentence; but prisoners with marked insanity in the state prisons of New York are certified and transferred to the Criminal Lunatic Asylum, where they are kept permanently or until cured irrespectively of the expiry of their sentences.

42. In the criminal reformatories also we saw numbers of the feeble-minded, and ascertained that in the reformatories, as in the prisons, little or no provision is made for them, the one exception being that in the case of women there exists a power of transferring them from the reformatories to custodial homes for the feeble-minded. For example, in the Newark State Custodial Asylum for Feeble-minded Women we met with some who had been transferred from the Hudson Reformatory for Women. The detention of these women at Newark was not limited to the length of their sentences. In the reformatories we were impressed with the prevalence of mental defect among the inmates of the lowest disciplinary grade. In one reformatory we found the third disciplinary class to consist almost entirely of feeble-minded, and were informed that the percentage of feeble-minded, in the total population of that reformatory, amounted to about 20 per cent. We were told that in a particular reformatory to which the more refractory cases are sent, the percentage of feeble-mindedness is still larger.

43. As regards the elementary schools, we visited several of these in New York City, Boston, Philadelphia, Albany, Chicago, and other towns, with the view of ascertaining whether there was anything we could learn from the American methods of dealing with the feeble-minded children attending for daily instruction. Some attempt has been made to provide special classes, particularly in New York and Boston. In the former city the educational authorities seem to be fully alive to the problem, and to be providing gradually classes of the kind with which we are acquainted in England. Considerable interest is shown in this subject, but those concerned in it stated that they had been inspired and guided by their knowledge of what has taken place in England, and we cannot say that we obtained any new ideas or more useful experience than those which have presented themselves to us in our own country.

44. We trust that our experiences in the United States will be of value to the Royal Commission as undoubtedly they have been to us, and we take this opportunity again of expressing our grateful acknowledgments to those kind and hospitable friends in America who gave us ungrudgingly that assistance and advice without which our journey would have been fruitless.

APPENDIX S.

THE AIMS OF A PSYCHIATRIC CLINIC.

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The term clinic is most widely used in the sense of bedside teaching. In this country rather erroneously the term has been applied largely to dispensaries irrespective whether they are used for teaching or not, whereas its real intrinsic meaning is a hospital in which patients can stay in bed and be treated and in which bedside teaching is one of the main purposes, and it is in that sense that the term psychiatric clinic is now used.

Hospitals for mental disorders used as clinics are a relatively recent development. In some old European places special needs and ancient traditions brought about the existence of annexes to city hospitals, annexes in which mental cases could be cared for and in which, during the last century, medical students were given the advantages of bedside instruction. From these annexes special detached hospitals developed, just as the Bloomingdale Hospital developed from a small ward at the New York Hospital which was in operation nearly 100 years ago. German, French, Italian, Russian, and South American communities had such provisions distinctly for the use of medical schools long before the matter began to get agitated in countries with Anglo-Saxon constitutions.

To-day America has two such institutions for psychiatric instruction and psychiatric work; the clinic or psychopathic hospital of the University of Michigan; the Boston Psychopathic Hospital; and as a third one there arises the Henry Phipps Psychiatric Clinic of the Johns Hopkins Hospital.

At the present time a great amount of interest centres in the subject of heredity owing to the prominence it possesses as a factor in the production of nervous and mental disease; and not unnaturally a question of the segregation and sterilization of the unfit has been advanced as a desideratum and by some as a panacea. In reality the struggle of civilization will always cause a certain number of breakdowns and show up certain weaknesses which require the best means of study and treatment to give the victims the best chances of recovery and society the best means of prevention. For this reason we shall always need the best and most useful hospitals.

Psychiatry in the minds of the layman and most physicians figures as a system of asylums. Reformers have aimed at adding to this system hospitals more like general hospitals, or at least hospitals for the care of recoverable cases, as if it were possible and fair to make the distinction from the outset. We certainly all long for hospitals more easily accessible and less hemmed in by forbidding traditions and forbidding rules of admission, apt to get the patients earlier and organized for more intensive medical work than the average asylum or state hospital. I wish to discuss the aims of the clinic as a guide and as a means in coming to the help of patients, and especially some features which make the demands on a psychiatric clinic somewhat different from those of most other hospitals.

Mental diseases take a special position, and that inevitable, because they are

diseases of the organ and function of behavior, the very thing we usually assume as normal in all other types of patients.

Every human being grows from merely vegetative plant-like germs, into an organism which is not only vegetative but also active and provided with a special organ of behaviour, the nervous system, the internal economy of which comes to the surface in our mental life. I call the brain the organ of behaviour. For all practical purposes, the mental reactions are the functions of behaviour. In ordinary diseases of the heart, or kidney, or skin, or in ordinary exhaustion, the function of behaviour does not show incisive deviations; on the contrary, we depend on the organ of behaviour to show us how to adapt our activities in work and rest, in work and in play, in health and ill-health, to keep ourselves well or get ourselves well again if we have transgressed the boundary of health. Disease brings us to our senses, and we take care of the heart and of our digestion, we exercise our body, strengthen our resistance to cold, etc., train ourselves to have our normal appetite and other functions at the right time and with sufficient regularity. When we come to the mechanism of behaviour itself, to what we call our mind, we find that behaviour is regulated by feelings, by fears and desires, by knowledge and wisdom, by personal desire and social custom or social laws; and whenever the functions and the organ of behaviour become morbid or sick it is because the one or the other of the adaptive functions becomes unruly, unable to balance, over-assertive or too little assertive—in short we get a picture of disproportions, lack of balance, interference, and hindrance sometimes with and sometimes without any special one-sided over activity, and these very disorders tend to interfere with the wise and practical precautions against grave disorders. When we suffer from digestive or cardiac or infectious disorders, discomfort and lack of success in treatment and knowledge of evil consequences make us go to the physician and hospitals, and we behave in a manner more or less receptive towards helpful advice and treatment. With disorders of the organ or function of behaviour the very mechanism through which we might be able to do the right thing is out of order. The feelings and moods are no longer adapted so as to work for the best.

In many diseases this becomes so obvious that a responsible and authorized organization has to take charge of the business of the individual; and in his interest, and that of the community at large, it must enforce even against the patient's will what is accepted as the best plan of management. Every country has thus developed its way to care for the insane, with the help of an organized system of asylums, state hospitals, and here and there admission wards. While these provisions are no longer merely helps of last resort, they are not well enough adapted for the early beginnings of many of the most distinctive mental maladies. To this system is now being added the type of hospital called "psychiatric clinic." Such psychiatric clinics in connection with teaching and research institutions should be prepared to receive and to attack all types of mental disorder from the outspoken full-fledged mental aberration down to the minor difficulties, which do not upset the behaviour completely, but interfere enough with the normal conduct and adaptation to suggest a need of help which helps.

What do we have to meet?

The way the mind or mechanism of adaptation and behaviour can become involved may be through disorders of special organs outside of the brain, whose function is necessary for the correct dove-tailing in the parts of the individual as a whole. Disorders of the thyroid gland produce such defects; premature function of the sex glands can create an abnormal sequence in the needs of the adaptation.

Disease of the brain itself can mean arrest of normal growth and produce imbecility or defective inharmonious development; or disease like hardening of the blood vessels, or the after-effects of syphilis or poisons may directly destroy brain tissue, which as such was perfectly normal. Or taxing mental states, excessive and abnormal cravings and pre-occupations, and ill-adapted emotional attitudes can unbalance the activity and damage the organ of behaviour; and while the normal individual can show ups and downs of functional fitness and a great variety of temporary disturbances and find his balance again spontaneously, other less well-endowed persons get more easily into conditions which do not adjust themselves without special helps and precautions or may actually if once started set the ball rolling toward final ruin. In a large number of our cases the organogenic, the neurogenic, and the psychogenic disorders play into each other's hands.

In our normal life we have rules of hygiene, and pretty fair knowledge of what is good and bad for ourselves. Unfortunately some of the very things which are of temporary good are the very worst things in the long run: the use of alcohol as a solace, pleasures and gambling, and other excitements, the appeal to moving-picture shows and vaudeville for recreation furnish temporary satisfaction and relief only at the cost of more restlessness and more exposure to alcohol and unhealthy conditions. Depressions lead to a need of protection against the continual urging and advising by eager friends, and that leads often to a desire for solitude which is apt to favour the very brooding which is half the trouble. Or a feeling of an exaggerated well-being of an expansive patient, or the cocksureness of a person with a delusional system directly turns against all and every suggestion of helpful advice. All these are things which militate against a plan of adequate treatment. These are conditions which we must try to overcome by making our helps attractive and acceptable even to the shaken or misguided confidence of our patients.

Our organized system for the care of mental disorder is in many respects forbidding. It throws together all kinds of diseases, and shocks in that way the already sensitive patient who fears the worst for himself or herself. It comes at once with an outspoken declaration of insanity in the very commitment to a hospital, an expression which carries a humiliation to the patient and adds insult to injury. It often means carrying the patient off to a remote asylum which is too widely supposed to have the inscription, "Leave hope behind all ye that enter here." Helpfulness rather than coercion must take the place of all this. There are other difficulties. The public is not discriminating enough to make a distinction between ordinary foolishness, which we usually try to remedy by wholesome, though harsh, supposedly righteous indignation, and truly morbid unfitness which needs helpful sympathy and proper medical care. It so often happens that what ultimately ends in an overt mental disease is at first the undue fretting over a legitimate difference of opinion. It may be hard for both patient and family to recognize what is morbid and what is carelessness or "cussedness." The declaration of the trouble as "mental disease" comes finally as a climax to more or less hideous family relations which in normal life we consider tolerable only because they do not always lead to such disaster. Everything helps in making the declaration of mental disorder a painful or more or less shocking experience, and one again at which the patient struggles as the culminating injustice, so that ultimately the readiness and willingness for co-operation are practically ruled out. These are odds against which only the attractiveness of the hospital will win out. But even in the simpler cases the task of the physician for disorders of the organ of behaviour is also more responsible

than that of the average physician because he cannot properly leave it to the judgment of the patient when it is time to go to a better physician. What might be a natural responsibility for a general medical practitioner becomes here a vital obligation. The physician must avoid allowing his services to be a mere patching up and must see to it that fundamental help is brought. Yet nothing is more difficult to supervise than the actual carrying out of the treatment where the thinking, feeling and acting, i.e. the sphere of behaviour, is itself at fault. We realize to-day that nothing short of a hygienic socializing of the community will achieve results, and this means an adequate out-patient and social service department, and in addition an elastic system of admission and discharge and follow-up work.

The time is past when the patient could be entrusted without further responsibility to the families or to the charitable organizations and churches. The physician must work as a social force and he has happily learnt to do so with the help of the social service worker. We come here at once to a serious point; social service work does not flourish if it is scattered over too large an area, and it is also difficult to get the patient to go to a hospital soon enough if it is too far from home and beyond easy contact with the family. Hence my requirement that a hospital of this kind deal specifically with a limited area, and a well-defined unit of population. Whatever goes beyond that is less favourable and a mere concession to necessity and to help out more remote backward communities and their victims.

A psychiatric clinic in order to be a model of psychiatric activity does well to make itself serviceable to the immediate community in which it is located. It should not be an excessively large unit of population. We know that the average American population to-day furnishes nearly one actual commitment per 1,000 inhabitants per year. As soon as we are more broad and helpful the number will at least double, especially if we want to see to it that care and help will come to many who are now merely managing to drag through a painful and inefficient existence, painful to the persons and to the family and to the community, and so often leading to social as well as to hygienic fiasco. The number of persons who need, in one way or another, experienced help in the hygienic care of their organ of behaviour is, therefore, nearer 1 to 100 than 1 to 1,000 if we consider the fact that probably 2 per cent. of the school children, i.e., one out of every fifty, is sadly in need of an overhauling by a trained psychopathologist. We know that the study of the cases involves the most painstaking medical investigation of the function of all the individual organs of the body, beside that of the co-ordinating mechanisms which constitute the mental life and functions of behaviour. The study of each case demands considerable time and sagacity, and especially the knowledge of the range of mental capacity and attitude, a great deal of time and experience, and a most careful investigation of the outside conditions under which the trouble arose. Consequently one physician can only attend properly to a limited number of such cases.

Our problem is to find out what the person is trying to meet, why he fails to keep balanced, and what is to be done to help him strike a level on which he can maintain himself. This means an organization which must not spread itself over more ground than is compatible with the efficiency of the work undertaken.

The ideal would be to undertake the work in a unit of population of from 100,000 to 300,000 inhabitants, and to have the model school or clinic be the model mental health agency of a definite community. As long as we have to make compromises, I must at least insist that provisions be allowed a clinic to give one-half of its energy to intensive work on a limited district and bestow the other half to intensive work on special problems, but not to scatter the work by accepting too

many cases which would pass from one's supervision and control, as a poorly-done job, owing to distance and owing to inability to size up the levels from which the patient comes and to which he may be expected to be fitted again.

Within this plan the clinic has to meet its demand not only as an out-patient department with social services, but as a hospital. The first need in any hospital for mental disorders is a possibility of adequate segregation of incompatible types of patients. Owing to the inconceivably short-sighted unwillingness to face the effects of land speculation on the much-needed commodity called elbow-space, and the lack of appreciation of the value of a restful environment, and owing to the usual misplaced economy and lack of foresight in choosing large enough hospital grounds, protected against street cars and providing for growth, this problem can become very difficult. A hospital for mental cases needs a sufficient number of subdivisions. Some of our patients are apt to be noisy, and it would be poor policy to have to suppress the noise at any cost by means which would often do the patient more harm than one likes to be responsible for. From a certain point on, doing the best thing by the patient very often becomes inevitably irritating at its best, and any interference is apt to really make the patient worse and excitable for a time. This must be faced and must be made practicable without undue upsets. All avoidable repression and conflicts should be headed off by the organization of the clinic. A fair number of cases of mental ill-adaptation are best treated at home, while attending to their work, by showing them how to live and how to work and how to play, and how to rest and sleep; and they may at the most need a short stay at the clinic to be examined and started on a regime under the proper guidance of trained helpers. These are patients whom we do not want to shock with the sight of others who are much worse off. The note of helpfulness and not coercion must be uppermost, and it must become possible to reserve commitment to a small number in whom no doubt would arise.

The urgent point is then the creation of an environment which really suits as far as possible the needs of the patient, and especially also those who are obliged to stay for a somewhat longer time; rest for the one, amusement and distraction for the other, and a routine of simple, quiet occupation and play for the large body. We call here for provisions which are absolutely essential in our work; whereas in the average general hospital they can be neglected on the supposition that any normal person can stand forced rest or restrictions imposed by disease to a reasonable extent, and as soon as the period of actual sickness is over the patient can go and look out for his or her own needs.

Our cases usually present disorders which cannot be modified by such simple procedures as allow the surgeon to turn the fate by one operative interference. The readjustments which we have to strive for most take days, weeks, months, and often enough years of active treatment, or at least of protection; and the natural question becomes not only, what is the actual disturbance in the patient, but what will be the best situation in which to care for the disturbance. In some cases the average hospital methods, like rest in bed and feeding and drug-treatment, will do; for others a stay in a more home-like environment, or in an institution adapted for subacute and chronic care and habit-training; or at least a place where the patient can be in the open air easily, and away from the temptations of alluring attractions to his morbid appetite and longings and fancies.

Now the ultimate aims of the treatment and the work of the hospital! After everything is done that modern medicine and psychopathology put at our disposal, we must find out the level to which the person is suited, be it at large, in touch with

local agencies or in a protected environment, a hospital, or an asylum, or a colony. The clinic must become a place of help sought freely and given freely by enough patients to overcome as much as possible the usual unwillingness to accept help in matters of behaviour and conduct of one's mental process. And the clinic must be a place from which the avenues offered by the community be freely accessible. Thus, after all, the clinic is only a part of the organization. It must be able to take in any kind of case. But it needs the convalescent home and training school for habit-training, its mental reformatory, its colony, and its homes for those needing protection; for some of these functions provisions are at hand, for others not.

My ideal is the creation of the clinic as the centre of the mental health work of a sufficiently circumscribed community, provided with helpful adjuncts close at hand, not thrown upon the state institutions at a distance, but keeping its successes and its failures within the district. Even if the primary task is teaching and research, the right kind of teaching is showing how to do things in each case from the start to the finish; and the right kind of research is work with all the facts within reach or sight and the applications practicable. Large complexes like New York may need special provisions, monstrosities to fit a monstrosity. Even a city like Baltimore is almost too large to be taken up as a whole. But owing to the munificence of Mr. Phipps, a start is being made there which will overcome many otherwise unsurmountable difficulties. We hope to take up intensive work or social study of a limited number of districts, facilitate dispensary work by a system of social service work, collaborate with the physicians and existing agencies of the districts, cultivate an ideal that helps, and not merely moralizing and preaching of tiresome rules furnished *ad nauseam* by all the good advisers called in or not called in. Even a moderate number of persons who have learned to look upon medical help as a reasonable process worth their full co-operation will do more than a dozen lectures.

The proper operation of a hospital for intensive work will also have its influence upon the large existing institutions. They are hampered by administrative tradition and lack of adequate support, and sometimes by a certain helplessness coming from lack of opportunities for training. It would be a great satisfaction to become helpful in overcoming difficulties in these directions.

The points that I should like to have you remember are briefly these:

It is eminently necessary to get model institutions in which medical students and physicians can learn how to deal with the many problems of the disorders of the organ of behaviour from their inceptions into all their ramifications. The clinic must do the work for at least one limited district, with its out-patient and social service and consultation department, and with its hospital wards. Everything must be done to make help in mental disorders more acceptable and convincingly helpful. More patients must learn to look to it for help and the organization must be such as to give the patient and the physician and the public at large a conception very different from that to-day associated with insanity. It is not so much the issue of moral help to the curable, but the issue of more work near where the troubles begin, and work against that which breeds trouble. For this we must learn to put the chief weight on hospitals and organizations for natural districts for intensive work rather than upon the mere economy of huge hospitals far away from where the troubles develop.

APPENDIX T.

FEEBLE-MINDEDNESS AND THE LAW FROM A MEDICAL
VIEWPOINT.*

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FEEBLE-MINDEDNESS AND THE LAW FROM THE MEDICAL VIEWPOINT.

A comparatively short time ago feeble-mindedness was of interest almost exclusively to psychiatrists, psychologists and teachers,—those who in their daily work are directly concerned with the study of human brains. Although the disastrous consequences of permitting the feeble-minded to participate in the affairs of life upon equal terms with others were recognized, often publicly voiced by those charged with their institutional care, it was possible to arouse but little general interest in the subject. There was no general appreciation of the fact that the problems of feeble-mindedness touch in some way every man and every woman and are to be met and solved not only in the institution and the clinic but in the school-room, the court, the prison and the home. Within a few years a remarkable transformation has occurred. To-day interest in feeble-mindedness and its consequences—to society and to the individual—has extended far beyond those whose professional work brings them into contact with the mentally defective. There will be little dissent at the present time from the statement recently made by Dr. E. E. Southard that the problem of the feeble-minded is the chief single practical problem before a state.

Evidence of this extraordinary popular interest in mental deficiency is everywhere to be found. Within three years, twelve official commissions have been appointed in as many states to study the problems which have grown out of our failure to provide for the feeble-minded. Half as many new beds in institutions for the feeble-minded have been provided in the United States since 1910 as in the sixty years preceding. The special classes for feeble-minded school children existing in nearly all the larger cities have created such a demand for teachers trained for this work that not less than a dozen universities and teachers' training schools are offering courses for those who are to labour in this field. In New York, five great departments of the city government asked the Board of Estimate this year to provide facilities for diagnosing mental deficiency. The medical examination of immigrants now actually centres upon the diagnosis of the feeble-minded, although only a few years ago this aspect was almost ignored. Such illustrations might be multiplied almost indefinitely. They serve to show how popular attention has turned toward feeble-mindedness and its problems.

It is not within the scope of this paper to consider the causes which have been responsible for this great extension of interest in feeble-mindedness. The discovery and popularization of certain psychological tests which vary greatly in disclosing feeble-mindedness have been a most important factor, but it seems likely that the chief cause has been the present tendency to break down the so-called anti-social

* Read at a meeting of the Society of Medical Jurisprudence, held November 13, 1916.

groups into their component units for purposes of study and control. For many years criminals, paupers and backward children were studied as groups, with amazingly few results. The study of the individual men and women and boys and girls who constitute those groups has, on the contrary, thrown a flood of light upon the problems involved. Such studies show always the overshadowing importance of feeble-mindedness.

DETERMINATION TO DEAL EFFECTIVELY WITH FEEBLE-MINDEDNESS.

It is very apparent that this new and widespread interest in feeble-mindedness is not an academic one. It is coupled with a determination equally widespread to deal with feeble-mindedness in a manner worthy of the intelligence and practicality of the American people. The State commissions which are at work have all been instructed not merely to study the problem of feeble-mindedness but to bring back to their legislatures some practical suggestions for dealing with these problems. This movement begins under some particularly favourable auspices. It concerns itself chiefly with childhood, for the best measures of prevention and care are applicable during real childhood, and feeble-mindedness is but a continuing childhood, which endures no matter how many years the feeble-minded individual passes upon earth. This fact insures at once a high degree of sympathy and interest. It is within our power to bear the cost of dealing effectively with feeble-mindedness for we are already meeting the much greater cost of failing to deal with it. The movement to provide for the feeble-minded is advantageous equally to the individual as well as to the race—a happy combination which does not exist in some other activities for ultimate human betterment. The present interest in conduct disorders, notably criminality, lends impetus to the movement to provide for the feeble-minded and is advantageous to the individual as well as to the race. The main issues in the programme for dealing with feeble-mindedness are simple and not the subject of serious controversy. Thus little seems to be lacking to insure rapid progress and ultimate success in attacking this gigantic social problem.

While there is much that we do not know about feeble-mindedness, we are in possession of a sufficient body of undisputable facts to warrant the adoption of an extensive programme for dealing with the mentally defective. We know how to determine the existence of feeble-mindedness in the vast majority of cases which are presented for examination; we know that the best method of prevention is continued institutional care; we know, within broad limits, the kinds of institutional care which are best for the individual and for society; we know some methods of dealing with feeble-minded children in the school; we know some of the conditions under which the feeble-minded may be permitted to remain in the community with comparative safety. What is chiefly lacking is not knowledge, nor general interest nor a determination to deal with the problem, but, in nearly every State, a frame-work of law and an administrative mechanism based solidly upon law that will make it possible to carry out measures already clearly indicated.

EXISTING LAWS FAIL TO PROVIDE FOUNDATION FOR SUCCESSFUL WORK.

At the very outset in our efforts to put what we know about feeble-mindedness and its prevention into practical effect, it is necessary to examine the frame-work which the law provides. Although adequate provision for the feeble-minded will be even more to the advantage of the feeble-minded themselves than it is to society,

the very nature of the provision required makes it necessary to carry out plans without the co-operation of the chief beneficiaries and often directly in opposition to their wishes. The compulsory detention for long periods of time and often for life of a great number of free-born American citizens cannot succeed unless it is firmly grounded upon laws enacted with the full approval of the American people. To embark upon any other course is to court disaster.

No laws exist which will enable us to carry out an adequate programme for dealing with feeble-mindedness without unjustifiable distortion of the intent of such laws. The few laws relating to feeble-mindedness which are already upon our statute books were enacted during a period in which there was little popular knowledge of the subject and an almost complete absence in the various States of any desire or of any plans for dealing with more than the most obvious and pressing needs.

In making some suggestions as to the kind of laws needed, I am fully aware of the incapacity of members of my own profession to give specific advice regarding the framework of law which we must erect to deal with feeble-mindedness.

This is the work of lawyers and judges and the solution of the many intricate points involved calls, it seems to me, for the very best legal learning and judgment which the country has to offer. The part of my own profession and of the social workers and teachers who come into direct contact with the needs of the feeble-minded is to express these needs in terms which will aid the members of the legal profession to see the problems clearly so that they may devise the mechanism needed for their solution.

COMMITMENT TO INSTITUTIONS.

At the present time there are fifteen States in which there is not a word of law regarding the commitment of the feeble-minded to institutions as such. In these States if feeble-minded persons are forcibly detained it must be done by calling them insane and grotesquely twisting the insanity law to cover their especial needs. However reprehensible such a practice is, the motive which dictates it is often a humanitarian one. In many otherwise enlightened States the only way in which a feeble-minded person can secure institutional care and protection is through this means. Hardships often result and in some instances the most absurd situations arise. Within a few weeks an idiotic infant, only six months of age, was solemnly convicted by a jury of his peers and presented at the doors of the State institution for the insane in Georgia for admission.

In the earlier days, when beds available for the feeble-minded in public institutions were much fewer than they are at the present time, it was considered a very great privilege to admit a new patient. The laws of many States reflect this attitude and are filled with express prohibitions against the admissions of all sorts of different classes. Thus in one State no person less than sixteen years of age may secure admission, while in another no person more than sixteen years of age may be admitted and all patients must be discharged to the community when they reach the age at which, for the first time, they become a real social menace. With our present conceptions of the danger of feeble-mindedness to society such an attitude seems almost incomprehensible, but, nevertheless, only two or three States have enacted laws regarding the commitment of the feeble-minded which are based upon the conception that the State provides for their care as much for the welfare of society as for the welfare of the feeble-minded individual. Our commitment laws for the insane furnish many useful precedents in devising commitment laws for

the feeble-minded, but it would be very unfortunate if a short cut were sought by transferring the insanity laws bodily to the problems of feeble-mindedness. While the insane and the mentally defective present many of the same problems, they present others which are very dissimilar. It is above all things essential that the commitment of the feeble-minded to institutions should be a civil procedure and not a criminal one. It is almost equally desirable that the element of compulsion should be reduced to a minimum. Holding beneath the velvet glove the inflexible right of compulsion, the State should afford every opportunity for voluntary admission for the feeble-minded and our institutions should be administered and conducted with the aim of making them the kind of places to which you or I would voluntarily send a defective child.

COMMITMENT TO GUARDIANSHIP.

Detention in an institution for life is, for a great part of the feeble-minded population, the State's best assurance of a safe, happy, economically useful and harmless life. Nevertheless, there are a considerable number of mentally defective persons—just precisely how large a proportion we do not know—who could live safely in the community under a suitable system of guardianship and supervision. Such a system of guardianship can best be provided by following the precedents set by our Statutes for the welfare of children. Real children, like the feeble-minded, are unable to protect themselves; like the feeble-minded they are often unable to manage their affairs with ordinary prudence; they lack control at times over their desires and appetites and conduct, and yet of the million and a half children of school age in New York City but one in every 200 came into any serious conflict with the peace authorities last year. The law, soundly based upon public sentiment, protects real children in the streets, in the factories and in their homes, and it sees that they receive the supervision and guardianship which their immaturity demands. It is essential when considering feeble-mindedness from the legal point of view to remember that biologically it is only a condition of continuing childhood. No matter how many years the feeble-minded person lives, he remains a child in intelligence, in judgment and self-control. His childish frame dissolves in the physical conformation of the adult and he becomes capable of reproduction, his knowledge of certain phases of life increases—the man of thirty with a child's mind has used that mind for thirty years and in some ways uses it more deftly than a child does, but nevertheless, the brain which directs all his activities remains, in its essentials, the brain of a child.

The law in this State provides for the commitment of insane persons to guardians who have power delegated to them to control not only the incompetent's body but his estate. The only way in which a similar guardianship can be established in the case of the feeble-minded is by stretching the law regarding the insane or by calling them idiots without regard for their degree of mentality or the fields of life in which guardianship is required. It would seem not beyond the power of the leaders in the legal profession to devise in this country, as has been done in England, a statutory and administrative mechanism whereby the protecting arm of the State can guard the feeble-minded throughout life as it now protects those who are children both in years and mentality.

CRIMINAL RESPONSIBILITY.

It is obvious that if we have in our population a considerable group of persons who are children in mentality although adults in years, in stature and in physical activities, we have a group for which we must fix a different type of criminal responsibility than the law has fixed for the rest of mankind. Our reformatories and jails are filled with mentally defective persons whose so-called "crimes" are far more the consequence of their community's neglect and ignorance than of any inherent capacity for wrong-doing on the part of the individual. There is a youth to-day in the penitentiary at Blackwell's Island, who, during all his childhood, we recognized as feeble-minded, and spent his school days in the ungraded classes. Soon after he left the ungraded classes he was sent to the institution which the city maintains for the feeble-minded at Randall's Island. Thus as a school child and as a dependent adult his mental defects was recognized, and the city dealt with him squarely upon that basis. But having to leave Randall's Island on account of the limited capacity of that institution and the enormous pressure for the admission of new cases, he became a vagrant. The city possessed a suitable mechanism for dealing with him as a feeble-minded child in its educational system and in its charitable activities, but, when he was accused of misconduct, no such mechanism existed. So now the same boy who was feeble-minded in all other relations of life is regarded as a criminal and is in danger of being converted into one by the same city which intelligently modified its educational system to deal with him and his kind. Criminal responsibility, therefore, must be defined more justly and more usefully in the case of the feeble-minded than it is at the present time.

ENGLISH MENTAL DEFICIENCY ACT.

These problems are not peculiar to our own country. Even before the present interest in feeble-mindedness began to extend in the United States, England had turned its attention to this subject and had appointed a Royal Commission on the Care and Control of the Feeble-Minded. For four years this commission studied the subject in all its phases, visiting many different countries and setting afoot inquiries as to the relationship existing between the feeble-minded and education, crime, alcoholism, pauperism, illegitimacy and heredity. This commission collected an immense body of valuable information upon the subject—such as exists in no other country—and presented for the consideration of Parliament an act dealing with feeble-mindedness in practically all the important relationships of life.

This Act—the Mental Deficiency Act of 1913, defines all classes of mentally defective persons and prescribes under what conditions such persons shall come into the jurisdiction of the authorities established to deal with mental deficiency. The Act¹ gives to the local educational authorities the duty and responsibility of ascertaining which pupils are feeble-minded and providing for their training and care during their entire period of school life, and it expressly provides that no cases under the jurisdiction of such authorities shall be forcibly sent to institutions without the approval and consent of the local educational boards.

The Act carefully provides for the administration of the property of the mentally defective, for their protection (providing punishment for those who wrong their bodies or estate), and for their safe guardianship in the communities, either

¹ Copies of this Act and of a book entitled "Statute Guide to the Mental Deficiency Act," by John and Samuel Wormald, can be obtained from any firm importing English books.

upon parental or governmental application. The Mental Deficiency Act as it was finally passed by Parliament represented the work of the best minds in England in the various professions directly concerned with the problem. Some objections were raised in the early stages of its progress upon the ground that it interfered with the liberty of the subject and created a class in the community not contemplated by the law. This objection was met by the statement that the Mental Deficiency Act was in reality a new charter of liberty for the feeble-minded. It extended to them for the first time assurances of personal safety and opportunity to compete for happiness in life on even terms with their equals—rights which are among the most sacred possessions of a free people. It took them from the streets and the highways where they had been the defenseless prey of lust and greed and placed them in an environment created especially to meet their very particular needs. It lifted from the few who were ill-fitted to bear it the heavy burden of their maintenance and placed it upon the whole community. It enabled the watchful eye of the State to follow them in all their relations of life and its strong arm to protect them wherever and whenever danger might threaten. The purposes of the English Mental Deficiency Act were primarily humanitarian and directed toward the welfare of the most helpless subjects of the King, but it provided a means by which to stop a steady and increasing drain upon the nation's resources. By providing life-long institutional care or life-long community protection for those who could transmit their defect to others, the passage of this Act constituted the first real step towards the extinction of hereditary feeble-mindedness.

ATTEMPTS TO ADAPT ENGLISH MENTAL DEFICIENCY ACT TO CONDITIONS IN THIS COUNTRY.

In spite of the very apparent difficulties in the way of adapting to the needs of one country a law devised with reference to the local administration agencies to another, there have been a few attempts to apply some of the principles of this great English law to the needs of our own States. The best example of a commitment law based upon the English Mental Deficiency Act is that which became effective in Illinois in July, 1915. The Illinois commitment law was framed by a committee appointed by the State Charities Commission representing the medical and social organizations most interested in mental deficiency. It defines a feeble-minded person as one who by reason of mental defectiveness of a certain specified type requires supervision, control and care for his own welfare or for the welfare of others. It provides for adequate medical testimony as to the existence of mental deficiency and adequate testimony as to circumstances which make the individual so afflicted in need of care and control. It gives the criminal courts power to inquire into the mentality of those who are brought before them charged with crime, it provides for commitment to guardianship and it makes provision for the protection of feeble-minded persons in the community. The weak feature of the Illinois Law, compared with the English Mental Deficiency Act, is that it does not provide an institutional system, a plan of central and local supervision and administration, and facilities with which the schools may perform the important part of the task of dealing with the feeble-minded which is by common consent assigned to the educational authorities. Those interested in this matter would do well to study carefully the Illinois law because it represents the most important effort in this country to provide a legal mechanism for dealing with more than the institutional aspects of mental deficiency.

SUMMARY AND CONCLUSIONS.

I have tried in the brief time at my disposal to outline some of the general defects in the facilities which the law now provides for dealing with mental deficiency. I have invited attention to the English Mental Deficiency Act not necessarily as a model to be closely followed in efforts to deal with the same subjects in America, but as an example of a great constructive effort to face squarely the issues raised by an enormous social problem. I do not feel that the members of my profession can go much further except to place every scrap of information regarding mental deficiency at the disposal of those who are to provide our own State with a legal structure which will enable us to deal effectively with it. I want to urge—as earnestly as I can—the lawyers and the lawmakers of the State to turn their attention to this task. Surely the governmental machinery of an enlightened American commonwealth is flexible enough to permit us to devise practical means of dealing with members of society who never become men and women.

The achievement of this great object will not be furthered by misunderstandings between the two great professions which have most to do with it. There is a feeble-minded girl in this city whose unfortunate defect has raised issues far wider than those which affect the sordid little tragedy which a great city's carelessness brought into her unimportant life. This girl is feeble-minded, but not because any doctor has said so; she would be feeble-minded in the wilds of Africa, where there are no doctors, if she had been born there with the same histological defect in the construction of her central nervous system. She was the prey of those who saw only her womanly body and not her childish mind. She came before a learned judge to whom the facts in her case were well presented. The judge did not examine the law to see how its mighty arm might be extended to this child in need of a control more effective than that exerted by her deformed brain. He did not conduct the inquiry so as skilfully to bring out and delicately to adjust the rights of the individual and the rights of society in this particular case. Instead he selected from the mass of testimony regarding her mental condition and the means by which it had been determined a few unimportant points which, apart from their setting, could be made to appear trivial and silly. Then he skilfully twisted the proceeding into an attempted persecution of an unfortunate victim and the methods of science into a game for fools. The medico-legal problems of feeble-mindedness will not be solved in this way. There are defects in our best methods of mental examination; there is much that we do not know about the nature and manifestations of feeble-mindedness, but there is, nevertheless, a solid body of facts which enables us to detect feeble-mindedness in all but a very small proportion of cases.

Certain psychological tests have been devised which make it possible to determine with really remarkable accuracy the rate at which intelligence develops and the level which it reaches. The level of intelligence cannot be determined in all cases by these tests alone, however, and the very important practical issues of the ability of the individual to support himself and to keep out of trouble often depend chiefly upon other factors than intelligence. The emotional stability of the individual and the amount of emotional responsiveness, for example, profoundly influence conduct, as does the amount and distribution of the output of energy. Of course, below a certain level of intelligence, such attributes, however, intact they may be in themselves, are borne under by the dead weight of intellectual defect. Under such conditions an output of energy which might lead to economic fitness leads to disorders of conduct. Moreover, various emotional and volitional reac-

tions, the source of which is not clearly apparent at the time, may lead to failure in performing intelligence tests or to confusion and inaccuracy in the interpretation of their results. Therefore, however useful these psychological tests are for determining, within broad lines, the rate of intellectual growth or the level of intelligence attained, they can not be relied upon alone, in making the diagnosis of feeble-mindedness. That must be done with all available data at hand, and, in my own opinion, should always rest in the hands of a physician who has had special training in psychiatry. This condition was adequately met, however, in the case which I mentioned and the hasty and ill-considered ridicule of the judge was directed toward the best combination of methods which we possess for determining mental deficiency.

It is impossible to overestimate the harm which can arise from clouding the really important issues of feeble-mindedness by such controversies as these. The momentous problems which have grown out of our failure to deal with mental deficiency require for their solution the absolutely united efforts of lawyers and law-makers, physicians, educators and social workers. Such meetings as this show that co-operation can readily be obtained in the study and discussion of the problem. If such co-operation can be secured and maintained in urging these matters before the Legislature success is assured.

We may set ourselves the task of providing an adequate frame-work of law for dealing with feeble-mindedness, secure in the belief that its accomplishment will not only bring a new world of security and happiness within reach of the mentally defective, but will remove from society a menacing shadow, which grows every day and every hour during which we ignore its existence.

